CAUT/ACPU

BULLETIN

OCTOBER/OCTOBRE 1964

A Publication of

Publié Par

L'ASSOCIATION CANADIENNE DES PROFESSEURS D'UNIVERSITE

THE CANADIAN ASSOCIATION OF UNIVERSITY TEACHERS

VOLUME/TOME 13 NUMBER/NUMERO 1

CANADIAN ASSOCIATION OF UNIVERSITY TEACHERS

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	5904			

* paid membership.

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L'Association Canadienne des Professeurs d'Université
The Canadian Association of University Teachers

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Published four times a year in February, April, October, and December.
Subscription rate: one year for $2.00.

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Printed by Hunter Printing London Limited, London, Ontario.
Authorized as second class mail by the Post Office Department, Ottawa, and for payment of postage in cash.

THE J. H. STEWART REID MEMORIAL FELLOWSHIP

The CAUT Executive early in 1964 announced its intention of establishing a commemorative fellowship to honour the memory of CAUT's first executive secretary, Stewart Reid. Certain legal and technical difficulties delayed the actual founding of the trust and the initial appeal for contributions had to be postponed until May. The Executive Committee recognized that the end of the academic year was not the most favorable moment for making an appeal of this kind, but for various reasons it was thought advisable to avoid further delay. A brochure explaining the purpose of the trust and reviewing some of Stewart Reid's contributions to CAUT was sent, together with a letter inviting participation in the creation of the trust fund, to staff members of every university in Canada. In response to that appeal there have been to date 268 contributions which total $4,416.

In view of the fact that there are more than 8,000 university teachers in this country, and in view of the fact that there are more than five thousand members of CAUT, this sum is far from impressive. In view of the fact that $50,000 is needed if the trust is to provide enough income for a substantial annual award, we have a long row to hoe. Well, let's start hoeing right now.

Stewart Reid was a dedicated man; he gave himself to education, first to his students and to scholarship, and finally to CAUT, and he gave himself to a degree which few other men could or would have found possible. He was not ambitious for himself and he cared nothing for prestige nor for fortune. The passion of his life was twofold: to teach others to educate themselves, and to make teaching a self-respecting, well organized profession, able to run its own affairs and willing to accept and discharge its many important responsibilities. He was still fighting valiantly for the profession all during the last years of his life, concealing from others the excrutiating pain which gave him few moments of respite, refusing to think at all of the inevitable approaching end.

Stewart Reid was a modest, quiet man who shunned publicity and rarely ever talked about himself and his achievements. Only those closest to him will be aware of all that he did for CAUT and for Canadian university teachers—the number of tenure cases which he settled almost secretly, the help and advice he gave to teachers and students who took a whole spectrum of problems to his door, the intervention he undertook with the Department of Immigration on behalf of foreign scholars who wished to settle in Canada, the leadership he gave in

the fight against dubious RCMP investigation procedures, and, to crown it all, the determined struggle to found the Commission to study university government in Canada*. The Commission was Stewart's idea; he persuaded the NCCUC to co-sponsor it and he convinced the Ford Foundation that it should subsidize the study to the extent of 50,000 U.S. dollars.

It would be impossible to do justice to Stewart's contribution to CAUT in one short editorial. Suffice it to say that we will always be in debt. We now have the opportunity to express in some measure our appreciation by insuring that the J. H. Stewart Reid Memorial Fellowship is adequately endowed to serve the purpose for which it has been created. The first appeal is made to university teachers—those for whom Stewart worked and for whom he gave himself. It would be regrettable, even shameful, if it should be necessary to look elsewhere for help in financing this particular fellowship.

To those who were missed in May let me say: we are sorry for the error and we now invite you to join your colleagues in setting up this trust.

To those who meant to send a cheque but didn't, let me say: it is not too late. Send your contribution to the head office today.

To those who sent a cheque but are able to contribute more, let me say: we need all you can afford to give. Send along a supplementary contribution.

To those who never knew Stewart personally and were only vaguely aware of what we all owed to him, let me say: you missed knowing an inspired, yes even a heroic colleague. You and every other university teacher in Canada benefited from his work with CAUT, and in many different ways—in salary increases, in fringe benefits, in the improved solidarity and leadership within our profession, in a heightened sense of professional dignity.

The memorial fellowship is a permanent and tangible expression of gratitude for the life and work of a noble colleague who for all too brief a time was an important leader in our profession.

Cheques should be made out to: The J. H. Stewart Reid Memorial Fellowship Trust.

Cheques should be sent to the head office: CAUT, 77 Metcalfe Street, Ottawa.

A receipt for income tax purposes will be mailed to every contributor.

R. W. T.

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*The announcement will be made before this editorial appears in print that Sir James Duff will succeed the ailing Sir James Mountford as Commissioner and the study will proceed as planned.

THE JUNE COUNCIL MEETING AND AFTER

An Editorial

The annual meetings of the C.A.U.T. National Council and of the general membership took place at Prince of Wales College, Charlottetown, on June 15 and 16. Professor Robert Torrens, the President of the Association, served as Chairman, and his first action was to invite the delegates to stand in a brief silent tribute to the memory of Dr. Stewart Reid, our first Exectuive Secretary. It need hardly be said here that throughout the meetings the absence of Dr. Reid was felt by all.

The following Executive Committee was elected for 1964-65:

President—Professor Bora Laskin (Toronto)
Past-President—Professor R. W. Torrens (Western Ontario)
Secretary—Professor Laurie Gauvin (Laval)
Treasurer—Professor E. J. Monahan (St. Francis Xavier)
Vice-Presidents—Professor Jacques St-Pierre (Montreal)
Professor D. R. Cherry (Saskatchewan)
Professor A. W. Wood (Manitoba)

Guests present were Dr. Bertram H. Davis, Deputy Secretary General of the American Association of University Professors, and Mr. R. D. Mitchener, Chief of the Higher Education Section, Dominion Bureau of Statistics.

The report of the President, printed in its French version in this issue of the *Bulletin*, indicates clearly how the affairs of the Association are growing in scope and complexity as it develops in strength and experience. More and more, the National Office is being asked for information, and the Association itself is being asked for comment, counsel, or co-operation, by individuals and organizations public and private. As an indication of the growing reputation of C.A.U.T., these demands on us should be a source of satisfaction and growth.

Members will read with special interest the essay on faculty participation in university government by Mr. Justice Freedman, which is printed in this issue. Those who read it will be impressed by its logic, lucidity, and completeness. Those who heard it delivered as the special address to the annual general meeting will remember that to those qualities was added a passionate sense of the values for which universities stand, and the necessity of freedom in their preservation.

Two matters should have comment here beyond what is reported elsewhere in this issue. Developments since June gave added urgency to the question of "year-round operation," and the Executive and Finance Committee decided to proceed at once with the publishing of the report prepared by Professor Berners Jackson and his committee. The report was published as a special issue of the *Bulletin* in September, and sent out to local Associations for general distribution to their members. Since the question dealt with touches the life and work of almost every university teacher and student, this report ought to be studied carefully. It is not intended to dictate our thinking, but certainly it should provoke it.

The Research Assistant in the National Office has carried out a number of important tasks in his first year of service; by far the largest and most important has been the one announced by the Executive Secretary in his report in June 1963: a comprehensive study of "fringe benefits" available to teachers at Canadian universities, including pension schemes, insurance plans, and provisions for sabbatical leave, research grants, and so on. The report comprises a detailed analysis which will be of invaluable assistance to faculty members as they seek, through their local associations, to improve their working conditions. Indeed, it has already begun to have its effect, even before publication.

The report on year-round operations is concerned especially with the quality of university education; the "fringe benefits" report is concerned with the conditions under which professors work. In the long run, of course, these things cannot be separated. They have to do with the effectiveness of the university teacher's work, and one supposes that no faculty member would deny their importance. Still, it is only through the local faculty associations and the C.A.U.T. that Canadian university teachers make their voice heard significantly in the carrying out of these studies and the action taken on them; indeed, some conditions that still exist—the circumstances of certain retired colleagues, for example—testify that many of the studies would never be made at all, nor any appropriate action taken, without these organizations.

These organizations are run on shoestrings. Their officers are unpaid; their committees are unpaid. This is not in itself to be lamented: it is arguable that the quality of the work done is as high as it is partly for the very reason that it is voluntary. Nevertheless, we do not always recognize how much we owe to the devotion of individual members of our profession. The report on year-round

operation, for example, is the work of a group of faculty members at McMaster University, each of whom had to suspend, postpone, or refuse more immediately appealing projects in order to deal with this one. It occupied them throughout an academic year, and involved individual members in a good deal of travelling for on-the-spot interviews and enquiries. The total cost to C.A.U.T.? $564.41—almost exactly ten cents per member. Non-members got the service even more cheaply.

A great deal of work is being done on just such a basis. Still, special reports and Bulletins cost money to be printed and distributed. A Research Assistant has to be paid a salary commensurate with what he might command elsewhere. The National Office, if it is to provide the service that it is meant to do, costs money to maintain. The interim report made by the Treasurer in June showed clearly how the financial situation of the Association is worsening, and how successive deficits are eating up the reserve fund. The final report for the year will be published in a later issue of the *Bulletin*. In the meantime, members and non-members alike might well be considering whether we can, with any self-respect at all, continue trying to raise ourselves by our shoestrings.

J. P. S.

RAPPORT DU PRESIDENT, LE 19 JUIN 1964

Dans la vie d'une organisation, tout comme dans la vie des individus, il est des moments où les circonstances apportent avec elles des crises et tensions particuliéres qui rendent difficile la continuité de l'existence. L'A.C.P.U. s'est trouvée dans de telles circonstances au cours de l'année 1963-1964. La mort subite de Stewart Reid, le 13 décembre 1963, a laissé notre association face à face avec des problèmes critiques. Quelques mois plus tard, ceux-ci ont été accrus par la maladie soudaine de Sir James Mountford. Le fait que l'A.C.P.U. en était venu à s'appuyer si lourdement sur son Secrétaire Exécutif, le fait aussi que des projets d'étude de l'organisation universitaire au Canada avaient suscité tant d'intérêt et de vifs espoirs, ont contribué à nous donner le sentiment d'un effondrement complet lorsque Stewart et Sir James ont été soudainement arrachés aux rangs de notre organisation.

Je suis heureux de pouvoir dire que grâce à la loyauté de l'Exécutif, aux membres restants du personnel du Bureau Central, et à certains membres individuels dévoués, l'association a pu se ressaisir, rassembler ses forces et continuer à faire face aux besoins et difficultés du monde universitaire canadien.

Dans ce Rapport Annuel, mon intention est d'exposer brièvement la façon dont l'A.C.P.U. a affronté les crises auxquelles j'ai fait allusion, et d'indiquer les résultats obtenus au cours de l'année.

Afin de commémorer le souvenir de notre premier Secrétaire Exécutif, l'Exécutif a décidé de créer la Fondation J. H. Stewart Reid, Bourse Commemorative. Un appel destiné à rassembler des fonds a été adressé aux professeurs de toutes les universités du Canada. Nous espérons une somme d'au moins $50,000. L'argent sera investi et le revenu employé annuellement à l'octroi d'une bourse d'études spécialisées sans égard à la discipline. La bourse pourra être employée dans toute université canadienne que le candidat retenu aura choisie. Les Membres du Comité de la Fondation sont les trois membres honoraires à vie de l'A.C.P.U. et les cinq présidents de l'A.C.P.U. sous lesquels Stewart Reid a servi. Ils seront chargés des dispositions administratives. Les contributions à cette bourse s'élèvent, à l'heure actuelle, à la somme de $4,416. Il est entendu qu'un ou plusieurs rappels seront nceéssaires en automne. En ma qualité de Président de la Fondation, je me promets d'assurer le succès de cette campagne.

Au début de janvier, l'Exécutif a nommé un Comité de Sélection afin d'encourager les candidatures au poste de Secrétaire Exécutif, et de faire des recommandations en vue de pourvoir à la vacance. Un appel a été lancé à tous les anciens présidents de l'association ainsi qu'à toutes les associations universitaires locales en vue de recueillir nominations et suggestions. Après une revue complète de toutes les candidatures disponibles, le Comité de Sélection a recommandé la nomination de J. Percy Smith, Professeur d'anglais à l'Université de la Saskatchewan, dont la candidature a été approuvée à l'unanimité par le Comité Directeur. Le docteur Smith a accepté l'offre du Comité de prendre la tête du Bureau National, et il est entré en fonctions le ler mai 1964. A tous ceux qui, de la mi-décembre au ler mai, nous ont accordé leur collaboration loyale et leur aide précieuse, j'aimerais dire ici ma gratitude la plus sincère. (En jetant un coup d'oeil sur le passé, je me demande comment notre association a pu fonctionner sans bureau central et sans Secrétaire Exécutif avant 1959. Mon sentiment est que la dette due aux Comités Exécutifs des premières années était beaucoup plus grande qu'on ne l'imaginait.) En la personne de Percy Smith, l'Exécutif a trouvé un successeur idéal à Stewart Reid; j'ai la conviction que nous pouvons espérer avec confiance des années riches en réalisations grandes et utiles.

Le Comité Directeur de la C.N.U.C.C.-A.C.P.U. qui à la suite de sa requête couronnée de succès auprès de la Fondation Ford, a chargé Sir James Mountford et M. le Professeur Robert Berdahl d'étudier l'administration universitaire au Canada, est en pourparlers avec un certain nombre d'éducateurs éminents britanniques et annoncera, sous peu, la nomination d'un successeur à Sir James. Les projets initiaux de cette étude seront suivis aussi fidèlement que possible, et l'on espère que les visites de différentes universités débuteront en automne. Les membres de l'A.C.P.U. qui font partie du Comité Directeur sont M. le Professor Bora Laskin, votre futur président, et A. W. R. Carruthers, ancien président de l'association.

J'ai vraiment grand plaisir à pouvoir annoncer la réalisation d'un certain nombre de projets importants de l'A.C.P.U. Le 10 mars 1964 M. M. les Professeurs Dubé, Slater et English, représentants de l'A.C.P.U. en cette occasion, ont soumis au Ministre des Finances et à ses collaborateurs un mémoire initulé "Du Financement des Universités", sur le Financement Universitaire. Des doubles du mémoire ont été envoyes plus tard à tous les ministres fédéraux, premiers-ministres provinciaux, ministres provinciaux de l'éducation, et à tous les présidents d'université du Canada. Des doubles ont également été remis à la

Presse Canadienne, à la C.B.C. et aux grands quotidiens à travers le pays. Des accusés de réception suivis de commentaires ont été reçus; il vaut d'être souligné qu'au moins un président d'université, au cours d'une déclaration publique, a cité une partie du mémoire pour lequel il éprouvait une sympathie toute particulière.

Un autre projet, récemment mis à exécution, est la publication de *Un Lieu de Liberté*, série d'essais portant sur l'administration des universités canadiennes. Vous aurez certainement vu des exemplaires de ce livre au bureau des inscriptions hier soir, ou ce matin; et vous aurez également remarqué que les auteurs des essais en question ont presque tous été associés aux travaux de l'A.C.P.U. Si vous n'avez pas encore lu ces essais, vous vous devez de faire une expérience fructueuse en passant quelques bonnes heures en compagnie de "Variétés sur un Thème". Si, par hasard, la lecture de la brochure de Clarke Irwin devait vous déconcerter, permettez-moi de vous rassurer en vous disant que Bora Laskin n'a pas laissé tomber la Faculté de Droit de l'Université de Toronto pour aller à l'Ecole de Commerce de l'Université du Manitoba. C'est tout simplement un autre de ces tours inexplicables et humoristiques que nous joue la typographie.

A la réunion du Conseil du mois de novembre, D. A. Soberman de l'Université de Queen's a soumis son rapport sur "La Permanence dans les Universités Canadiennes". Cette étude avait été faite sous les auspices de l'A.C.P.U. et a été étudiée avec intérêt par le Conseil. Le rapport a été renvoy pour étude et commentaires au Comité sur la Liberté Académique et la Permanence, et les parties concernant certaines universités en particulier ont été renvoyées aux associations locales intéressées pour commentaires et verification. Nous espérons qu'une version revue et développée du rapport paraîtra dans le *Bulletin* de l'A.C.P.U. de février 1965 en même temps que des commentaires par des membres du Comité sur la Liberté Académique et la Permanence, et par d'autre personnes spécialement choisies.

Le Conseil, réuni au mois de novembre, a adopté une Déclaration de Politique de l'Association sur les Congés qui a été publiée par la suite dans le numéro de février du *Bulletin*. Un amendement à la Déclaration de Politique de Responsable par des membres des Facultés des Universités Canadiennes a également été adopté lors de cette réunion et publié dans le *Bulletin* de février.

Notre premier Secrétaire Exécutif avait obtenu des résultats particulièrement heureux dans des enquêtes préliminaires de litiges concernant de prétendues violations de la liberté académique ou de la

permanence. Peu de personnes sauront combien de ces cas ont trouvé une solution rapide et paisable grâce à une intervention habile. J'aimerais remercier tout particulièrement le Président Gordon Turner du Comité sur la Liberté Académique et la Permanence ainsi que l'ancien Président Harold Good qui, ensemble, ont mené les enquêtes préliminaires de 1964 dans les cas où elles étaient nécessaires et qui ont agi avec tant de compétence dans quelques situations plutôt délicates.

Nos remerciements et félicitations sont dus à la Rédactrice de notre *Bulletin*, Mme la Professeur Betty Bandeen, qui a fait preuve d'une grande compétence et d'un grand dévouement. De par son intérêt et utilité le *Bulletin* a attient de nouveaux sommets. La "Lettre circulaire" est de l'invention de Betty et s'est révélée un apport capital dans la transmission rapide de nouvelles importantes aux membres des associations locales et pour le contact étroit entre les membres de l'A.C.P.U. et les activités de l'organisation nationale.

Les activités de l'Ontario Council of University Faculty Associations méritent d'être mentionnées tout spécialement. Ce groupe, particulièrement actif durant l'année passée, a préparé un mémoire sur l'Enseignement Supérieur dans l'Ontario qui a été soumis aux Premier Ministre et Ministre de l'Education. Par la suite, des représentants de ce conseil ont été reçus par le Premier Ministre. A cette occasion a eu lieu une discussion du mémoire. Le Conseil a fait un certain nombre de suggestions au Premier Ministre concernant le Comité Consultatif sur les Affaires Universitaires en voie de création dans l'Ontario, et a été invité à proposer des noms d'universitaires dignes d'être nommés membres de cet organisme. Il est possible que des conseils semblables seraient utiles dans d'autres provinces. Peut-être que des représentants d'associations locales dans les diverses provinces devraient être désignés pour discuter de l'opportunité d'établir de tels groupes.

Les préparatifs des deux vols de groupe de l'A.C.P.U. à destination de l'Europe sont maintenant terminés. Le groupe 1 quitte Montréal le 22 juin et revient de Londres le 10 septembre. Le groupe 2 a quitté Montréal le 9 juin et revient de London le 17 août. Des vols de correspondance aller-retour, Toronto-Montréal, ont été prévus pour la commodité des passagers désirant partir de cette première ville et y retourner. Le prix du vol aller-retour est de $366.77 pour un adulte; $183.35 pour un enfant, et $32.90 pour un enfant en bas âge. Ces prix reprsentent indiscutablement des économies considérables pour les membres de l'A.C.P.U. et leur famille. Nous sommes enchantés de

constater qu'aprés l'échec de notre expérience avec des vols par avions affrétés les vols de groupe fonctionnent bien. J'ose croire que l'A.C.P.U. désirera continuer à faire bénéficier ses membres de ce service aussi longtemps que les prix avantageux actuels resteront en vigueur.

Notre Assistant de Recherches, M. Weynerowski, a servi notre organisation en maintes capacités. Il a été responsable de la collection de documents destinés à être utilisés par la Commission sur l'administration universitaire; il a rempli les fonctions de secrétaire du Comité sur le Billinguisme et Biculturalisme. Il a fait une étude des régimes de retraite en vigueur dans les universités canadiennes, et il continue à étudier les bénéfices marginaux accessibles aux universitaires canadiens. Nous attendons avec grand intérêt le rapport final. Au cours de l'année écoulée, un certain nombre de comités importants ont été formés. Quelques-uns de ces comités en sont arrivés au moins à la fin du premier stade de leurs travaux et feront leur rapport au cours des réunions du conseil actuel. D'autres n'ont pas poussé suffisamment leurs travaux pour qu'ils puissent soumettre leur rapport. J'indique la liste des comités afin de vous donner une idée des projets que l'association a mis en route au cours de l'année passéé.

Comité des Relations entre Professeurs et Administration. Ce comité a été organisé en deux sections—l'une devant s'occuper des universités de langue anglaise, l'autre des universités de langue française. L'opinion a prévalu que nombreuses doléances émanant d'universitaires comprennent certaines choses qui, à proprement parler, ne pouvaient être interprêtées comme étant du domaine de la "Liberté Académique ou Permanence", tels les problèmes de promotions, d'échelons, de maxima d'heures de service. Au début de l'année, les deux sections de ce Comité et le Comité sur La Liberté Académique et la Permanence se sont vu confier la mission de discuter, séparément et conjointement, la délimitation des zones de responsabilités à laquelle on pourrait procéder. A l'heure actuelle, la discussion n'a pas été suffisamment poussée pour justifier une délimitation satisfaisante. Il est possible qu'un comité entièrement nouveau doive être établi, qui se verrait confier les doléances provenant d'universitaires, et qui serait composé d'un certain nombre de sous - commissions nommées en vue de traiter de différents genres de doléances.

Le Comité des Admissions a maintenant fait part de ses recommendations concernant les critères d'admission d'organismes affiliés et les critères d'admission comme membre de l'Association des Bureaux

Centraux. Il a également étudié la demands d'affilaition à l'A.C.P.U. de l'association universitaire du Collège Sainte-Marie.

Le Comité sur le Plein Fonctionnement de l'Université a maintenant soumis un rapport très complet et bien documenté. Les opinions exprimées dans ce rapport devraient pouvoir aider les associations de beaucoup d'universités, puisque ce problème est d'une importance primordiale au moment présent.

Le Comité désigné en vue de rédiger un mémoire sur le Bilinguisme et le Biculturalisme a soumis ses travaux à l'Exécutif qui fera un rapport au conseil à ce sujet.

Le Comité sur l'Aide Accrue aux Enseignants Aspirant à des Titres plus Elevés est en relation avec la Commission Bladen sur le Financement de l'Enseignement Supérieur'et avec d'autres organismes intéressés par ce problème. If fera un rapport au fur et à mesure que des renseignements susceptibles d'intéresser la profession pourront être obtenus.

Enfin, l'Exécutif a récemment mis sur pied un Comité sur la Télévision Educative. Le Comité rassemblera tous les renseignements disponibles concernant des expériences pour la Television éducative déjà faites ou en train d'être faites par les universités canadiennes. Il servira de bureau centralisateur de renseignements, mais essaiera aussi d'élaborer une déclaration de politique que l'A.C.P.U. pourrait adopter concernant la participation des universitaires à l'élaboration et la production de bandes et films à usage universitaire, les droits d'auteurs des participants, le contrôle dans le domaine du retrait de matériel tombé en désuétude.

Je n'ai pas dressé la liste des membres des différents comités afin de raccourcir ce rapport; j'aimerais cependant dire tout ce que nous devons à ceux qui participent aux travaux de ces comités. En fait, une partie du travail le plus important de notre association est faite par ces membres loyaux.

Qu'il me soit permis d'ajouter, à titre d'information, qu'une réunion de sondage est prévue pour le 9 septembre, à laquelle des représentants de l'A.C.P.U. et de la F.U.C discuteront de la possibilité de mettre sur pied un comité de conférence. Durant plusieurs annés nous avons eu des consultations avec des responsables de la F.U.C. sur des problèmes d'intérét commun, et il est venu à l'idée des deux organisations que l'existence d'un organisme régulier disponible pour consultations et échanges de vues pourrait avoir une valeur considérable.

En février le Comité Directeur a décidé par vote d'envoyer une somme de $100 au secrétariat de l'A.I.P.L.U. déstinée à venir en aide aux collègues de Scoplje. Un appel général, demandant aux membres de participer à cet effort d'entr'aide a été publié dans le *Bulletin* de février 1964 de l'A.C.P.U.

Durant l'année l'A.C.P.U. a été représentée par différents membres du bureau, professeurs, ou membres de comités, aux assemblées de la A.A.P.U., C.N.C.U.C., I.A.U.P.L., W.U.S.C., N.F.C.U.S., à une Conférence sur la Télévision Educative, et à une Conférence sur l'Apprentissage selon Programme.

J' aimerais conclure ce rapport avec l'expression de ma profonde reconnaissance pour leur fidèle collaboration aux membres du personnel de notre Bureau Central, à ceux de l'Exécutif, à ceux du Conseil, et aux membres des différents Comités. Grâce aux efforts de ce bon équipage, l'A.C.P.U. a survécu à de grandes tempêtes et a gagné le Port d'Escale de l'Assemblée Annuelle la coque intacte et les couleurs déployées.

Robert W. Torrens,

Président de l'A.C.P.U., 1963-64.

UNIVERSITY GOVERNMENT

An address to the Council of the C.A.U.T. given on Monday, June 15, 1964

by Mr. Justice Samuel Freedman*

My theme this evening is university government. More specifically it is the question of faculty participation in such government at the board level. Perhaps it would be well if I stated my personal position on that issue at the outset. It is this: that it is in the interests of the university—and hence of the state—that faculty members be accorded an active role on university boards. I speak as one deeply interested in our universities, and as one who for five years, as Chancellor, has been a member both of the board of governors and of the senate of the University. My advocacy of this cause is rooted in principle and proceeds from a conviction that no university is the better for excluding faculty members from its topmost council. I intend, however, to refer to the Manitoba experience and the Manitoba effort upon this issue—for they at once typify and illuminate the problem, including its difficulties, its challenges, and its hopes.

I should make clear what I am *not* advocating. I do not favour the elimination of lay members from university boards. Nor do I favour their subordination to faculty members. It may be that there are some among you who genuinely feel that university boards should be faculty boards, and that lay members have no proper place upon them. If there be any such—and my guess is that they must be very few in number—I say to them that what they seek is both hopeless and wrong. It is hopeless because there is widespread recognition, both in this continent and beyond, that universities perform a public function and are affected with a public interest, and that representatives of the public are accordingly entitled to a role in their government. My study of this question has persuaded me that lay members are here to stay. It is idle to talk of their elimination. Such counsels of extremism do not advance the faculty cause. They merely brand their proponents as immoderates; and for the public to have an image of professors as immoderate and reckless persons simply places an additional barrier in the faculty's path towards the goal of participation. In a word, clamour for the impossible can militate against the chances of securing the attainable.

Not only it is impossible to eliminate the lay member, but it would be wrong to do so. There is an occasional disposition among faculty

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people to depict the lay governor as a person wholly unsuited to his task—as one who, whatever success he may have achieved in the world of business or affairs, knows little about the problems of higher education; as one indeed who accepts broad membership mainly for the honor and prestige which such an association brings. If ever I encounter views of that character I first of all try to comfort myself with the reflection that the lay governor so described is not meant to be me but rather my neighbour. But then I look at my neighbour on the board and I conclude that it is not a fair description of him or her either. On every board of management, including those of universities, wide gradations of ability will likely be found. Rare indeed is it for a board to exhibit nothing but uniform excellence. In my experience as a board member I have naturally found some colleagues who brought more to the job than others. But viewing them as a whole I see the lay governors in a different light from that in which they have sometimes been portrayed. In an address which will deal largely with the role of faculty members, may I here pay tribute to the lay governors. I do not think that there is sufficient awareness of the devotion to the cause which so many of them bring, of the time and energy they devote, of the talent, experience, and capacity which they provide in the discharge of their roles. Our quest—yours and mine—is for faculty participation in university government. It is for the creation of a partnership between lay members and faculty members. Partnership is based upon mutual confidence. The disparagement of a partner or potential partner undermines that confidence. From whichever side, the less we hear of it the better.

I said that I would refer to the Manitoba experience; and to that theme I now turn for a brief moment. The University of Manitoba has the so-called two-tier system of government with which all of you are doubtless familiar—a senate which is supposed to have general charge of academic matters, and a board of governors which has broad general powers of a plenary character. The senate is numerically the larger body, over 50 strong, and its structure is somewhat complicated by the fact that it includes representatives of the five affiliated colleges each of which has its own administrative board. The board of governors of the University is composed of 14 members, nine of whom are appointed by the Lieutenant-Governor-in-Council, three elected by the alumni from among their own ranks, and the president and chancellor as *ex officio* members. Two sections of the governing statute should be noted. One is Sec. 38 of The University Act which reads as follows: "All the powers conferred on the senate by this Act are subject to the plenary powers vested in the board by this Act, and

the board may alter, modify, or set aside, any action of the senate." I do not cite this section as being a source of strife. Indeed it has not been such, certainly not during the period in which I can speak from personal knowledge. Board conduct has been marked by an attitude of self-restraint and co-operation. But the section is there and its meaning is plain. Ultimate power is vested in the board. It would be a sad thing if a board were ever tempted to exercise that power in an ultimate way.

The other section to which I call attention is Sec. 10, the relevant part of which reads thus: "No person who is a member of the teaching . . . staff of the university, or of any affiliated college . . . is eligible to be appointed or elected as a member of the board." Here is a statutory exclusion which, for many faculty members, must constitute a badge of shame. Manitoba, of course, is by no means unique in having such a statutory prohibition. I need hardly remind you, too, that at many universities the exclusion of faculty members is accomplished not by law but by custom or practice. Exclusion from board membership, in whatever form it is effected, has been a subject of increasing concern among university scholars. That concern has led to the present movement aiming at change and rectification. The academic staff association at the University of Manitoba has been part of that movement.

Four or five years ago the staff association articulated the discontent of the members in the form of a specific proposal for changing the composition of the board. That proposal was subsequently modified, and it is the modified proposal which has been the subject of study and debate—at first privately, in committee; more recently, in the public domain. What is the proposal so advocated by the staff association at the University of Manitoba? Simply this, that the present composition of the board be enlarged from 14 to 20, the additional six members to be elected by the faculty from among professors or associate professors having at least five years of service at the University. A committee of the board of governors, with the Chancellor as chairman, was set up to consider the question. Many meetings were held, including several joint meetings of the board's committee and that of the staff association. Finally the announcement of the appointment of the Mountford Commission for the study of university government in Canada and the expectation that it would soon embark upon its task led to a decision that both committees be dissolved. It was an express term of their dissolution that the members of both committees would now be free to voice publicly their views upon the question.

It must be stated that the dissolution of the committees, coming after four years of exploratory and (in the eyes of the staff members, at least) not very fruitful discussion, aroused some disappointment. Tangible expression to that disappointment was voiced a short time later by Dr. Richard Hiscocks, head of the Department of Political Science and International Relations who, in resigning from the University, gave as one of his reasons (among others) for taking that step, the fact that little disposition had been shown by the board to alter the present state of affairs with regard to university government. That brought the issue of faculty participation into the open, and since then in Manitoba it has remained in the public domain.

Relatively early in our joint deliberations a member of the board committee expressed concern that participation of faculty members on the board might create administrative difficulties for the president, and possibly also for the deans. But here was a matter on which we were not breaking new ground. For, as we all know, the universities abroad have for generations included faculty personnel on their governing boards. What had been their experience concerning the question raised? To elicit the answer to this question a letter, over the signature of the Chancellor as chairman of the committee, was dispatched to a number of Vice-Chancellors in the United Kingdom and in Australia. In addition to the specific question about possible administrative difficulties the letter also invited the Vice-Chancellors to state their views on the general problem of faculty participation in university government. In due course their replies were received. They were remarkable for their unanimity. I shall have occasion to return to them later. For the present it is enough to say that on the specific point of enquiry the Vice-Chancellors assured us that our fears were groundless; and on the general question, out of the plenitude of their experience they endorsed faculty participation on governing boards with enthusiasm, with vigour, and invariably without reserve.

Faced with this impressive demonstration of support for the faculty's case, the board committee then requested the Chancellor to send a somewhat similar letter to various university presidents in the United States and Canada for the purpose of ascertaining their views on faculty participation in university government. Such a letter was accordingly sent. I pause here to point out that this second letter stood on an entirely different footing from the first one. The first letter was sent to heads of universities where faculty representation had actually been tried and tested. Their answers were accordingly rooted in experience and based on ascertained fact. The second letter went, with but a single exception, to universities having exclusively lay boards. Most of

the answers to this letter were necessarily theoretical and supposititious, often expressing fears and difficulties that might in fact never be encountered. These replies have their value, however, in that they contain a statement of the case, such as it is, against the admission of faculty members to university boards. Not that even this second group was unanimous. At least one president indicated that the members of his board now favoured faculty representation and intended to take steps to make that possible. Several others, although opposed to participation, came down strongly in favour of greater consultation with faculty members.

Let me now examine the case against faculty representation both as it has emerged from the correspondence to which I have referred, and elsewhere. I shall state the varous aspects of the case in summary form and give my answers to each of them in turn.

1. *In a two-tier system of university government the senate deals with academic matters and the board deals with administrative or financial matters.*

This is an assumption which is as widespread as it is fallacious. Many people cling to the notion that university affairs can be divided into two clear categories, the academic and the administrative, and never the twain shall meet. Keep them as separate as church and state, says a newspaper editor.

Well, it cannot be done. The plain fact is that a university board does deal in academic affairs. Of course, it does not concern itself with the contents of the course in General Microbiology, or in Organic Chemistry, or in Differential Equations, or in Chaucer and his Contemporaries. But its financial and policy decisions affect the functioning of the university, and hence have academic implications. When the board at the University of Manitoba deals with the creation of the new University College and the form it should take; with the creation of an expanded School of Music; with the establishment of a Rehabilitation Centre; with a tenure by-law; with failure rates; with appointments of deans or of heads of departments; with termination of staff appointments—and it has dealt with all these and similar questions—it is assuredly dealing with academic matters. Not only that. A decision to use funds for some useful athletic purpose may on its face appear to be financial and non-academic. But if its effect is to postpone additions to library, laboratory, or staff, it becomes a decision with academic impli-

cations. The board by its financial control determines priorities in the university, including academic priorities. Why should the faculty be denied a voice in such determination?

2. *If faculty members served on the board they would face a conflict of interest.*

I reject the concept that there is some inherent antagonism between the interests of the faculty and the interest of the university. The whole idea that there is such antagonism grows out of a master-servant relationship which some people purport to see between university and faculty, but which properly has no place in the academic area of a university. But let us examine this question of supposed conflict. First of all, it does not seem to operate in the universities abroad where faculty members serve on the board. Then, so far as our country is concerned, let us test it by what we know, by what has actually happened in the past. This surely is a safer guide than mere speculation about the future. Consider the areas where faculty has been in control either entirely or largely. The senate is one example. Could it fairly be suggested that in matters within senate jurisdiction professors consult the interests of faculty members to the prejudice of the interest of the university? I do not hear such a charge advanced. Indeed if there were any basis for such a charge there would be agitation to deprive the faculty of senate control, and I know of none. Take the matter of honorary degrees. Where these have been in the control of the senate can it be said that faculty members, gripped by a conflict of interest, have been parochial in outlook, to the detriment of the welfare of the university? Again I do not think this is a charge that can fairly be made—certainly not in Manitoba where for the past five years the senate has had effective control of this matter. And what has been the attitude of faculty towards their university in times of appeals for capital funds? Did it suggest a conflict of interest, as might possibly be expected if a servant were invited to contribute to the coffers of his master? Or did it rather indicate that the faculty felt themselves an integral part of the institution in which they served? Again I cite the Manitoba experience—not unique, I am sure, but typical—where the response of faculty to the call was warm, generous, and wholehearted.

But mention participation of faculty on the board—where, let us remember, they would be a minority and not in control—and at once the bogey is raised of conflict of interest. I for one do not fear such conflict.

3. *Professors are unsuited for administration and hence are not fit candidates for service on the board.*

In this suggestion I detect overtones of the professor as egghead, dreamer, eccentric—as the useless and impractical man. But that is a bad generalization. There are some impractical professors as there are impractical laymen. It would be the part of wisdom to keep them both off the board. But I find it anomalous to think that if professors are good enough to be invited by federal and provincial governments to serve on Royal Commissions, or to do special jobs for the United Nations, or to perform tasks for industry, they are not good enough to sit on the board of their own university. And let us not forget that virtually every president of the Canadian university—Claude Bissell, Rocke Robertson, Hugh Saunderson, Walter Johns, John Spinks, John Macdonald, Alex Corry, among others—was once a professor too. So obviously some professors do have administrative ability. They are our potential board members.

4. *Faculty representation would alter the hierarchical approach to administration. Under the existing system the president is the channel of communication between faculty and board. The presence of faculty members on the board would therefore create administrative complexities. Moreover there would be difficulties for deans also, who would have to be responsible for a budget passed by a board which included faculty members junior in rank to themselves.*

I concede at once that faculty representation would result in a modification of our hierarchical system. But I refuse to invest that system with any special sanctity that makes it above criticism or beyond change. The real question is whether the present system is the best, whether it represents the last word. If it can be improved, it should be.

Today the president functions as the channel of communication between faculty and board. In a vast and growing institution like the modern university that task is not an easy one. Faculty representation would widen the channel of communication. That this could be done without creating administrative difficulties for the president is attested by the experience of universities abroad. Nor, if we may judge from that experience, is there any basis for the fear expressed concerning the position of deans either. Let me quote from two or three typical replies to the Chancellor's first letter:

> I could not cope as Vice-Chancellor with the complexities of a modern university if I did not have the active support on Council of the chairman of the professorial board and his colleagues . . .

> In my ten years of office I cannot recall any action by a professor on Council which embarrassed me . . .
>
> There is no embarrassment caused to the deans.

Here is another:

> I have not found that representation of the teaching staff of the university on the governing body has created adminstrative problems . . .
>
> It is only necessary to add that administrative problems have not been created for the deans of the various faculties.

And again:

> No British Vice-Chancellor is embarrassed by having his academic colleagues with him on the governing body of the university.

It may be of interest to note that the writer of the letter just quoted made the suggestion for Manitoba that of the six additional board members proposed by the staff association, two should be deans. It is a suggestion worthy of serious consideration.

5. *The United Kingdom experience does not apply here, because there they have a University Grants Committee which does some of the work which our boards do. For example, the University Grants Committee deals with revision of faculty salaries on a national basis.*

One readily understands that opponents of faculty representation must feel under a compulsion to distinguish the British experience. But is the distinction a valid one? With great respect I must say it is not. Here on this continent it is customary for representatives of university boards to make a periodic pilgrimage to their provincial or state government for the purpose of submitting the budget for the ensuing year. In Manitoba we meet thus annually with the Premier and his committee of ministers, deputy-ministers, and officials. In Britain the university representatives meet periodically not with the government but with one of its instrumentalities, namely the University Grants Committee. The interposition of the latter body represents a difference in method but not in principle. And if it is sought to base the distinction on the nature of the University Grants Committee's function, it then becomes pertinent to look at the composition of that Committee. For the truth is that over half of its members are academics. Not Vice-Chancellors, I point out, but professors or the like. If the University Grants Committee performs the important functions claimed for it, including the revision of academic salaries, then the high proportion of academics on it becomes especially significant. For how can one now seriously advance the argument that the presence of faculty on governing boards

is unworkable because of a supposed conflict of interest? And what happens to the argument that faculty representation would disturb the hierarchical structure of administration, in face of the spectacle of a British Vice-Chancellor appearing before a University Grants Committee of which one of his academic subordinates is a member? It simply points up how illusory and groundless are some of the fears one hears expressed on this question.

6. *The board does not do the real work of the university or make the major decisions. Far better then for professors not to give their time to it, which could be better spent on teaching and research.*

I am sure this advice is benevolently tendered. But it is for the faculty to decide if the game is worth the candle. University boards do have wide powers and from time to time they make major decisions. Some faculty members would not wish to serve on the board even if permitted to do so. They would prefer to spend their time on teaching and research. Their right to do so must be respected. But the active concern of faculty members throughout the country with this subject indicates that there will always be good faculty men available for service on the board, prepared to give the necessary time and energy to the work in the interests of the university. I have no doubt enough could always be found who could do so without impairment of their scholarly function.

7. *Lay members can better represent the University before the public than academics.*

I refuse to draw the sword on that issue. For it is unnecessary to do so. If lay members can better represent the university than academics, let them continue to do so. The argument would only require consideration if there was a plan to displace the lay members of the board. But, as I have already stated, that is not what is contemplated.

8. *In a provincial university the proposal to counter-balance the government representatives by faculty representatives would mean that many questions would be thrown to the cabinet to decide.*

See the picture which such an argument tries to project. It is of a board gripped by deadlock between its faculty and lay members, paralyzed and unable to act, and finally compelled to seek the arbitrament of the government of the day. Every one who respects the principle of university autonomy must be appalled by such a prospect. But surely what is suggested here is not realism but fantasy. It is unsupported by the experience of those instituions which have faculty rep-

resentatives on their governing bodies. Nor is it correct to suggest that our universities here resolve controversial questions by throwing them into the lap of the government. Lay boards today may face division in their ranks on some issues. They resolve these divisions democratically, without invoking government intervention. There is no reason to believe that the addition of a minority of faculty members would cause the board to abdicate its true function and surrender its prerogatives to government.

More cogent arguments than this one will be required to detach me from my belief in this cause.

9. *A faculty member would tend to favour his own discipline, to the prejudice of the broader interests of the university.*

Two assumptions underlie this objection. One is that lay governors are wholly free of biases or partialities and always decide questions with stern objectivity. The other is that the faculty member will neither try nor be able to rise above any bias in favour of his own departmental area.

Concerning the first assumption, it is well to remind ourselves of something that Mr. Justice Holmes once said of judges, that is to say of persons who are supposed to be high above the battle, icily aloof and completely detached from the controversy. Holmes said that the "inarticulate major premise" of many decisions derives from the judge's training, background, outlook, and philosophy. In other words the judge in the courtroom may have his biases too, and sometimes his bias will show. I suggest that this is no less true of all humans who are charged with the duty of reaching decisions—and I include lay governors. The lay governors arrive at their decisions on the facts before them, but their weighing of these facts will reflect their personal experience, outlook, and preferences. Moreover, it may happen that the president of a university has a special leaning in a particular academic direction, and his influence may guide the board in that direction.

This brings me to the second assumption. I do not suggest that the faculty member alone would be free of bias. But at least it would be a conscious and obvious bias known to all, including himself, and hence less likely to be a danger. A faculty member worth his salt would assuredly try to resist its influence. I can imagine that some might even lean a bit backwards to do so. But from the practical standpoint, is there any real danger? Surely every board member, both lay and academic, would be fully aware of a particular faculty mem-

ber's academic affiliation and would be able to take that into account in weighing the merits of the debate. Moreover, faculty members would come to the board not from one but from several areas of university life, and that circumstance too would reduce the possibility of one particular area being unduly favoured.

In a word, I do not perceive any difficulty whatever here, or at most one that would be easily manageable.

10. *Faculty members can always be consulted. Why put them on the board?*

The suggestion that consultation is a satisfactory substitute for actual membership on the board is frequently heard. First of all, there is an interesting inconsistency here. On the one hand, the conflict of interest argument assumes that professors are interested not in the university but in themselves; on the other hand, it is now suggested that professors do not need to be on the board since they are available for consultation. But if they are interested primarily in themselves and not in the university, why consult them?

The answer, of course, is obvious. Every sensible person recognizes that professors can be helpful in university affairs and that they should be consulted. I say let this consultation be made as effective as possible by putting faculty on the board. Otherwise they will not be sufficiently consulted, and they are not being sufficiently consulted today.

Here then are some of the arguments against faculty participation and my comments upon them. But the matter need not be left in a negative way. For there is a positive case upon which the claims of faculty can rest. That case can be stated in various forms. For myself I prefer to put it in one way. It seems to me that after all the weighing, and analyzing, and debating, and pondering are done, one thing remains—and it is the heart of the matter: *the present arrangement excludes from the board of a university those who are most familiar with the nature of the enterprise.* The professor spends his daily life in the university. He understands its structure, its problems, its purposes. His knowledge can be of great aid to the board. Why deprive the board, and therefore the university, of that aid?

Who is today the most useful and effective member of a university board? I can give you the answer to that question so far as Manitoba is concerned, and I venture to say that a similar answer could be made everywhere. It is the president—Hugh Sanderson. Is this so because

of his inherent superior ability? Partly that, I acknowledge. But partly also, I suggest, because he knows so much more than the rest of us about the university. I have already paid tribute to the lay governors. If they have any limitation it arises from the fact that they are—that is to say, *we* are; for I am one of them—part-time university administrators. Each of us is otherwise gainfully occupied—in business perhaps, or in a profession—and every so often we take time off for the management of university affairs. How helpful it would be to the cause of a university if to its board there were added a few who came not from outside but from within the university. I see tremendous value in the joining of forces between a majority of lay members and a minority of faculty members. The practical experience, the worldliness, and the detachment of the one group would be supplemented by the informed and specialized knowledge of the other. Board discussion would be improved and board decisions made the sounder by this addition of viewpoints schooled in university affairs. And for the faculty there would come a sense of new usefulness, an uplifting of morale, an end to the feeling of being excluded, which the present disqualification brings, and a heightened sense of responsibility for university affairs. For me these are reasons enough to press for the change.

I am persuaded that sooner or later this change will be brought about. It has to come because, as Lincoln said, no question is ever settled until it is settled right. The present exclusion of faculty is wrong, and it should be corrected.

May I look ahead to the day when it has been corrected and offer a few words of counsel for that hour?

In the first place, you will have to choose your representatives to the board with care. The work of the board is a cooperative enterprise. So don't elect the crank or the obstructionist. I do not mean either the individualist or the idealist. There is room for them. But not for the crank, the eternal kicker, the man who is happy only when he is opposing something. If he exists at your institution I do not think you will have trouble identifying him. Keep him off. There will be an abundance of talent from which to select; men who can do the work of the board ably, soundly, imaginatively, and responsibly.

Do not expect your representatives to be, and I am sure they will not permit themselves to become, instructed delegates. Once elected to the board their status will be the same as that of all other members, and they would serve not a constituency but the entire university. So

has it been in the universities abroad which have had actual experience of the matter. It is not a case of lay members against faculty members. Hence you will have to be prepared to find divergences of viewpoint as between one faculty member and another, in the same way as between one lay member and another. May I express the hope, however, that upon certain basic questions — such as academic freedom — the faculty members would at least start from common premises and common principles, albeit they might differ as to the application of those principles in a particular case.

Let me add that there is a danger in expecting too much of faculty representation. Not all university problems will be solved by the granting of it. The form of university government is an important issue, but it is only one among many others on the university scene. Faculty representation will be helpful and advantageous. But it is not the ultimate goal, which is to make the university "a place of light, of liberty, and of learning".

One final word. I hope that from the public discussion of university government greater attention will be given to, and greater appreciation shown of, our universities and their role in society. For surely that role is an important one. I have never sought to keep secret my special affection for universities and the function they perform. Many are the reasons for this attachment, for in truth the university is a many-splendoured thing. I am not thinking of the more obvious function of a university—its utilitarian aspect—namely, the contribution of practical service which it renders to the community through its training of future doctors, lawyers, dentists, agriculturists, pharmacists, teachers, and the like. I do not depreciate that aspect in any way. But I have in mind something else besides. I am thinking of the university as an institution engaged in the pursuit of truth and the quest of excellence, an institution where minds are disciplined, good taste encouraged, critical habits formed, and intellectual curiosity aroused. I am thinking of the university also as a centre of independent thought. You and I know that the new idea is rarely popular. The university exists to give it sanctuary. In an age that is suspicious of ideals and in which the cynicism of the worldly-wise cynic is too often encountered, I am thinking of the university as an institution which is dedicated to values that are precious and abiding—the impalpable things such as integrity, truth, morality, freedom—values which make our world humane and civilized. These are the things which give to the university its meaning, its purpose, its spirit, and its character.

A PLACE OF LIBERTY. *Essays on the Government of Canadian Universities. Edited by George Whalley. Pp. ix + 224. Toronto: Clarke, Irwin & Company, 1964. $4.00.*

A Review Article by Henry Kreisel*

This collection of essays, admirably edited by George Whalley, is the most important book dealing with university affairs that has been published in Canada in the last twenty years. Having made so bald, so unequivocal a statement, I must at once modify it (how typical, you will say, of a professor!) by saying that there have been hardly any books on the subject published in Canada, so that this book stands alone. Then, too, the book does not really break new ground. Rather, the thirteen essays, though written especially for this volume, bring together and consolidate the positions which have emerged in the many discussions which have been going on in all Canadian universities during the last few years concerning the government of our universities. It is not the least of the achievements of the C.A.U.T.[1] that it has played a leading role in initiating and focussing these discussions, and it is therefore entirely fitting that the book should be dedicated to the memory of Stewart Reid, who himself wrote, just before his death, the essay which opens the volume and which deals, in his characteristically bold and lucid manner, with the development of universities from the Middle Ages to our own day.

The discussions and debates in the universities have, naturally enough, been concerned primarily with necessary reforms in university government, and the essays in this book reflect this concern, though they touch upon a great many other matters as well. It has been characteristic of the discussions that they have been conducted largely by the scholars and teachers in the universities, and that the chief administrative officers and important board members have, by and large, not contributed to them, at least not publicly. I think that is a great pity, but it symbolizes in a way the alienation between scholars and administrators, the "regrettable split", as Maxwell Cohen puts it, "between presidential and lay power on the one side and teaching and research personnel on the other." That is not to say that the discussions have

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[1] How much in fact the academic community of this country owes to the organization becomes very clear when one reads V. C. Fowke's admirably concise historical sketch of the C.A.U.T., which forms Appendix B of this book.

not already had a significant effect on the conduct of university affairs, even though the results have not yet reflected themselves in revised university statutes. This book is bound to be very influential, and I hope that it will be widely read, not only by academics, but by a large body of the educated public as well. It is not an accident, I think, that this book should appear in the year of the flag debate and the more vital debates about the future of the Canadian nation, for what we are concerned with, in university affairs as in the larger affairs of the nation, is a re-thinking of the arrangements which have served us fairly well for nearly a century, but which are now in need of reform.

There is agreement among all the contributors to this book that university government in Canada is essentially authoritarian and hierarchic, since all power is usually vested in a lay board of governors which has full financial control of the universities, and therefore ultimately academic control as well, since, as George Whalley says, "all financial decisions made on behalf of a university have important academic implications, whether or not they are originally academic in intention." The president himself, who need not be (though he usually is) an academic, is normally appointed by the board or by the government, and therefore holds office on terms set by the board or the government. Yet, since the faculty does not normally have representation on the board, the president must speak for it. His position is therefore at best ambiguous, though a number of the essayists argue that the president is in fact the board's man. This arrangement is characterized as "monarchic-oligarchic" by Maxwell Cohen, and as "monarchic-paternalistic" by George Whalley. Others compare it to the arrangements in a business corporation, and W. L. Morton points out that on this continent the very titles of top academic administrators have been taken over from corporation terminology. "President, Deans, Directors, heads of departments and professors," writes Donald C. Rowat, "are all appointed and directed from the top down in a system of superior-subordinate relationships in which the President has potentially arbitrary control over pay and promotion of any faculty member." I think that there are some checks and balances, though these are not, as is the case in some American institutions (see Stewart Reid's essay), defined in statutes and by-laws.

The pattern of Canadian university government is, as F. R. Scott shows, historically determined primarily by the fact that Canadian universities were founded by men who, however far-sighted they may have been, were not scholars, but "represented the dominant élite of the period—Church, State, professions, and business." Maxwell Cohen

makes the interesting suggestion that the first Canadian academics, who often came to this country from Britain, "may have brought with them a sense of moving from motherland to colony, thus making subtle reservations as to the capacity of the colony for self-government," and that they carried this attitude over into the universities.

Whatever the historical reasons for the pattern of university government which we now have, there is complete agreement among the essayists that no matter how valid the rationale of external government may have been at one time, it is not valid now, and that policy should rightly be made by the professors and teachers in the universities. The universities, all are agreed, must be self-governing, but granted agreement within this general framework, two major positions emerge. These are best summed up by W. L. Morton and Murray S. Donnelly respectively. Morton would do away with the corpus of separate administrators altogether. Scholars must themselves be the administrators. They must serve "their turn as Dean, Registrar, and Bursar, or be at least the policy-making superiors of competent subordinates in the two latter fields." Only in this way, Morton argues, can the false dichotomy between scholar and administrator be ended. Morton admits that this dichotomy is one in which scholars themselves have acquiesced, since it has freed them from unwelcome chores. I don't myself think that Morton's proposals, which might indeed work well in a small college, are workable in a large university, and I therefore found myself in substantial agreement with Donnelly, who, almost as if he were answering Morton directly,[2] argues that proposals like Morton's are "founded on premises that are not and cannot now be present," and that we had best accept "the idea of dualism between academic and administrative matters and attempt to build a more adequate bridge between the two." The specific proposals for reform put forward in a number of the essays—professional representation on the board, upgrading of various important academic bodies, the introduction of the democratic principle of election to academic office, clear definition of powers of the board and of the administration, closer and more continuous relation between academic staff and board—are in fact all designed to build such bridges, with the ultimate aim of strengthening the universities so that they may better carry out their proper task, which is the discovery of knowledge and of truth, and the transmission of this knowledge and this truth to others. "The

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2 That is at least a possibility, since they are both at the University of Manitoba and are likely to know each other's points of view.

university exists," writes J. Percy Smith, "because of a deep conviction in the community that an institution whose sole essential function is an intellectual one is necessary to the well-being of that community."

It is clear that anyone who occupies himself with the question of university government must sooner or later define the purpose of the institutions whose government he wishes to reform and the relationship of these institutions to the wider society within which they operate and which they serve in a variety of ways, although they must be able to withstand demands made by that society if this becomes necessary to safeguard their integrity.

There is always likely to be a state of tension between universities and society, for since, as Frank H. Underhill writes, the function of universities is "to keep asking questions, often very embarrassing ones, about established beliefs and conventional wisdom," some conflict is inevitable. Such conflict, I believe, is desirable and in fact necessary, both for the health of the universities and for the health of society. A democratic society cannot in fact exist without this fruitful conflict. Canadian universities have certainly not been radical institutions. If anything, they have been too conservative.[3]

In most of Canada, the tension is between the university and secular society. In Quebec another dimension is added. For there, as Paul Lacoste writes in one of the most interesting essays in the book, the university problem "becomes one aspect of a much broader problem involving relations between the Church and the government. What is elsewhere a simple matter concerning the autonomy of a private institution becomes in Quebec a question of balance between the two great powers of society." Lacoste's essay throws a great deal of light on the complex events which are now going on in Quebec and gives us an insight into some of the vexing problems which that province now has to deal with, problems which inevitably must have serious repercussions in the rest of the country. Lacoste predicts that nonconformist trends, which have so far appeared largely outside the universities, mainly among writers and artists, will spread into the universities:

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[3] Pierre Dansereau, looking at our universities in a world context, says that they have not done enough to define and help to shape the pattern of Canadian culture. That is no doubt true, but I think myself that our universities have done more than he gives them credit for, especially when one considers how small most of them were until very recently, and how starved for funds, especially in the humanities and social sciences.

> Radicalism in all its forms will become more and more frequent among university teachers as well as among students. There is every indication that the ill-defined and precarious freedoms granted so far will soon become inadequate. In this connection, it is likely that the problem will present itself in a different form in French-Canadian universities than in English-speaking ones because the Catholic French tradition is not as open to compromise as is the Anglo-Protestant and offers greater encouragement to the marked ideological opposition and tensions that readily degenerate into conflicts. In any case, no democratic society in this era can have only ecclesiastical universities, even though these may be liberalized.

If I read Lacoste correctly, then the conflict, if it is finally joined, will present itself in the form of academic freedom and would then inevitably involve the academic community of the whole country, as the Crowe case did in 1958.[4] In any case, it will become clear again that academic freedom is not a luxury, not a privilege reserved for professors, but a vital part of the total fabric of liberty in a country. Ultimately, "academic" freedom and the freedom of all citizens is indivisible.

Overt political and religious pressures can in some ways more easily be withstood (simply because they are more obvious) than some other pressures to which universities are subject, and which Percy Smith defines as "vocationalism, the demand for services and the cry for 'businesslikeness'." He quotes R. M. Hutchins, who warned in 1936 that universities were being strangulated by vocational programmes. The whole problem of vocationalism is a very vexing one, and I suspect that it will become more rather than less so. Smith's proposal that we build a large number of institutions of post-secondary school education where the emphasis will be on vocational and technical education is one with which I agree in principle. Some technological institutes have already been built in the last few years and are now in operation, but whether they will in fact much relieve the pressure on the universities is doubtful.

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[4] The issue of academic freedom is not very extensively discussed in the book. It forms the central part of Frank Underhill's somewhat discursive essay, "The Scholar: Man Thinking", and in Appendix A Bora Laskin presents a brief summary of six court cases, going back to 1859, in which academic freedom and tenure were involved, and also summarizes briefly the dismissal of Professor Crowe by United College, and the events which followed that dismissal.

The pressure to make the universities as much like business corporations as possible is another and even more insidious danger than vocationalism, and it is therefore not surprising that the writers of the essays in the book should take up the issue again and again, and that they should point out repeatedly that a university is profoundly different from a business organization. "A university," says F.R. Scott, "has no shareholders, makes no profits, and is not marketing a commodity or service." A nominee to a board of governors, says Murray S. Donnelly, "should understand that the university is not just another business with a plant, employees, and an employer. If he does not understand this, he should not be on the Board, even though he be the manager of the largest insurance company or department store in town, or in Canada." There is a disposition, says Percy Smith, "to treat a university in too many ways as if it were a corporation seeking profits rather than as a community seeking truth." Donald C. Rowat feels that the early influence of the business community has had so strong an effect "that the business analogy still subconsciously permeates all our thinking about universities." He sees an added danger from the growing influence of one of the main branches of political science, namely the study of administration, which tries to find "universal principles of administration that apply to any and all types of human enterprise, whether governmental, military, religious or educational," and that in its efforts to find similarities obscures vital differences and thus leads often to warped conclusions.

That our leading governors are not university men profoundly influences the way in which they approach the universities, of course, for it is difficult for people whose main experience has been in government and business, as George Whalley points out, not to try and impose a familiar industrial or governmental organization on the universities.

No one, of course, wants universities to be inefficient. It is simply that what is efficient in a commercial undertaking is not necessarily efficient in the context of a university. We return thus to our point of departure. If there has been so strong a movement for the reform of university government it is precisely because many scholars and teachers feel that such reform is necessary for the proper and efficient functioning of the universities in the complex world in which we live.

ACADEMIC SALARIES IN CANADIAN UNIVERSITIES

Final Report for 1963-64, presented by Chairman, Salary Committee, June 1964

COMPARISON AMONG UNIVERSITIES

Detailed statistics on the salaries at individual universities in 1963-64 were presented in earlier reports and published in the February and April issues of the *Bulletin*. In order to make sensible comparisons of the effective salary levels at different universities, further information is, however, required. The salary a university can offer to a person of given ability and experience depends not only on the scale and average for each rank, but also on the standards applied in determining rank and on the rate of progression through the scale at a given rank. At all universities—and indeed all institutions employing professionals—salary varies with experience.

There is, therefore, no single figure by which a university's position can be measured. The overall average salary is open to the objection that there are great differences between universities in the relative number of faculty members at the various ranks as well as in the relative numbers at different ages or levels of experience. If we use four figures and compare average salaries for each rank separately there remains the objection that universities differ in the standards used in assigning rank. (See the Appendix for a more complete discussion of this point.)

The best comparisons are those based on a tabulation of salary against age or years of experience measured in a reasonable way. Such data are now available for various groupings of staff and universities, but not for individual universities. We hope to have this information in future years.

As a less satisfactory substitute, we use a graph based on average age for each rank and average salary for each rank. These figures yield four points on a graph which we connect by straight lines. A comparison based on such graphs corrects for differences between uni-

versities in average age at a given rank and thus for differences in standards governing the assignment of rank. For technical reasons it has not been possible to reproduce the graphs themselves in the present report.

A single figure for comparing universities can be obtained by interpolating on these graphs to yield "average salary at age 40" (in the neighborhood of average age at most universities). It should be clear from the account just given that this figure is to be regarded merely as an index of standing, and not as an estimate of the actual average salary for those aged 40. We have also interpolated at ages 35 and 45.[1]

Table I shows the ranking of the universities by three criteria: overall average salary, average salary by rank, and average salary by age as estimated from the graphs. The latter rankings based on "interpolated estimates" are, as has been pointed out, of greater significance than the rankings not standardized for age. Moreover, they are quite different. For example, Toronto has the highest overall average, the highest average for full professors, and is close to the top for both associate and assistant professors. However, when variations in average ages are considered, Toronto's salaries rank much lower, and are exceeded, for each of the ages considered, by the salaries of Waterloo, York, McMaster, Alberta, Laval, Queen's, Western, and Carleton.

Table II, based on the latest D.B.S. publication, compares salaries by years since first degree for various *groupings* of universities. As in the past, it is found that salary levels tend to be higher in the larger institutions and that church-controlled universities and colleges tend to have lower salaries than the others. The Table also shows how salaries in the "underpaid" institutions respond to market pressures. Except for the very smallest colleges there is considerable uniformity in the median salaries for the first nine years, the age groups in which the bulk of new hiring takes place and mobility is greatest. At the senior levels, on the other hand, above twenty years from the first degree, differentials running into thousands of dollars can be observed between the groupings.

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[1] Average ages are for 1962-63 since they are not available for the current year (except for UBC). However, in general, average ages for each rank do not change much from one year to the next (see the Appendix).

TABLE I

Ranking of Universities by Average Salary

(Average Salary in $ 000)

Overall Average		Professors		Associate Professors		Assistant Professors		Lecturers & Instructors	
Toronto	10.3	Toronto)	14.8	Montreal	11.5	Montreal	8.7	Laval	7.2
Montreal	10.0	York)							
				Sask.)	10.7	Toronto)	8.3	McMaster)	6.8
OAC&OVC)	9.9	McGill	14.3	York)		OAC-OVC)		Montreal)	
Western)		Montreal	14.2			Laval)			
		U.B.C.	13.8	Toronto)	10.5			Western)	6.6
McMaster)	9.8			McGill)		Sask.)	8.2	Windsor)	
McGill)		McMaster)	13.6			McGill)		Carleton)	
Laval)		Sask.)		OAC-OVC	10.4				
						Western)	8.1	Sask.)	6.5
Queen's)	9.7	Manitoba	13.5	Alberta)	10.3	McMaster)		Sir. G.W.)	
York)				Manitoba)		Waterloo)		Bishop's)	
		Western)	13.4						
Alberta	9.6	Queen's)		McMaster	10.2	U.B.C.)	8.0	McGill)	6.4
				Queen's	10.1	Windsor)		York)	
U.B.C.)	9.4	Alberta	13.2			Waterloo L.)		Waterloo)	
Sask.)				U.B.C.)	10.0	Ottawa)		Brandon)	
Manitoba)		OAC-OVC)	13.0	Laval)					
		Laval)		Waterloo)		Alberta)	7.9	U.B.C.)	6.3
Bishop's	9.2			Windsor)		Manitoba)		Waterloo L.)	
Carleton	9.1	Victoria	12.9	Carleton)		Queen's)		Ottawa)	
						Victoria)			
Waterloo)	9.0	Windsor)	12.8	Western)	9.9	Sir G.W.)		Toronto)	6.2
Dalhousie)		Sir G.W.)		Sir G.W.)				Victoria)	
						Carleton	7.8	Manitoba)	
Windsor)	8.8	Waterloo	12.3	Ottawa	9.7				
Ottawa)		Carleton	12.2			Brandon)	7.7	Alberta)	6.0
Sir G.W.)		Ottawa	12.0	Victoria)	9.5	York)		N.B.)	
N.B.)		Dalhousie	11.9	Brandon)				Dalhousie)	
		N.B.	11.7	Dalhousie)		N.B.	7.6		
Brandon	8.5	Bishop's	11.6			Dalhousie	7.4	United)	5.9
Waterloo L.	8.4			N.B.)	9.3	United	7.2	Mt.Allison)	
Victoria	8.1	United)	11.3	Bishop's)					
United	7.5	Brandon)				Bishop's)	7.1	Queen's	5.8
Mt. Allison	7.4			Waterloo L.	9.2	Mt. Allison)			
St. F.X.	7.3	Wateroo		United	8.7			OAC-OVC)	5.7
		Luth.	10.8	St. F.X.	8.5	St. F.X.)	6.9	St. F.X.)	
				Mt. Allison	8.4				
		Mt. Allison)							
		St. F.X.)	10.1						

TABLE I (continued)

Ranking of Universities by Average Salary ($000)

Interpolated Estimates

Age 40		Age 35		Age 45	
Waterloo	10.9	Laval	8.5	York	14.4
York	10.2	McMaster	8.2	McMaster	12.9
Alberta)	10.0	Alberta)	8.1	Waterloo[c]	
Laval)		Waterloo)		Alberta	12.0
McMaster)	9.8	Saskatchewan)	8.0	OAC & OVC)	11.8
Queen's)		Western)		Carleton)	
Carleton)		Ottawa)			
				Western)	11.6
Saskatchewan	9.6	Queen's)	7.9	Laval)	
Western	9.5	Waterloo L.)			
		Bishop's)		Queen's	11.5
Ottawa)	9.3	N.B.)			
United)				Toronto)	11.3
		Carleton)	7.8	Saskatchewan)	
Windsor	9.1	Manitoba)			
				Windsor)	11.0
U.B.C.)	9.0	York	7.7	Manitoba)	
Toronto)		OAC & OVC	7.2		
OAC & OVC)		McGill	7.1	U.B.C.)	10.7
Dalhousie)		United	6.8	Ottawa)	
N.B.)		Brandon	6.7		
Manitoba	8.9	Victoria)	6.6	N.B.	10.5
		Windsor)		Dalhousie	10.4
Bishop's)	8.8				
Waterloo L.)		Mt. Allison	6.2	McGill)	10.2
				United)	
McGill	8.7	U.B.C.[a]			
Brandon	8.3			Bishop's	10.0
Victoria	7.7	Toronto[b]		Waterloo L.	9.7
Mt. Allison	7.1			Victoria	9.3
				Brandon	8.9
				Mt. Allison	8.5

Source: Computed from data supplied by D.B.S.
Notes: a - Below 6.3
b - Below U.B.C.
c - Over 12.3

A geographical grouping of universities is included in *Table IV*. It shows the familiar pattern of low salaries in the Atlantic Provinces, and the highest levels in Ontario.

Comparison by Sex and Field

Table III compares salaries of men and women and those for five different "fields" of activity, again standardized for years since first degree. "Faculty Administration" includes 183 deans and 27 others. The Table shows how the typical salary structure discriminates against women and against the humanities.

Comparison With Salaries In Other Professions

In evaluating an academic salary structure, comparison with other professions requiring university training is of major importance. One reason for this is that some of these professions compete directly for the available stock of trained personnel, and individuals can, and do, move between university appointments and other forms of employment, largely in response to financial stimuli. If the non-university field of employment is relatively large, any salary differential will quite quickly be reflected in a corresponding differential in the quality of the staff that can be attracted and retained. If university salaries lag very far behind those in a competing profession it becomes very difficult indeed to expand the university staff in the field in question.

A less obvious and more important reason is that the long-run flow of personnel into university work requires that university salaries should remain competitive with those of other careers which a young man with academic potential may contemplate as he enters college. University salaries in *all* fields must, therefore, remain competitive with earnings in such fields as engineering, high school teaching, and the Civil Service, if the flow of new entrants is to be maintained and increased. Nor can they get too far out of line with earnings in the independent professions if the quality of new entrants is to be maintained.

Since all professional salaries vary with age or experience, it is again necessary to standardize for this factor before earnings in different professions can be compared. *Table IV* compares median university salaries with median salaries or scales for certain other professions for which the information was readily available, after standardizing for years since first degree.

TABLE II

Median Salaries by Years Since First Degree, 1963-64 ($ 000)
By Enrolment and Control

Years Since First Degree	Universities and Colleges with Enrolment of					Univ. & Coll. Controlled by		
	5000 & over	2000 to 4999	1000 to 1999	500 to 999	under 500	Federal or Prov. Govts	Churches	Other
0 - 4	6.5	6.3	6.2	6.2	6.2	6.4	6.0	6.5
5 - 9	7.5	7.5	7.5	6.8	6.9	7.6	7.1	7.5
10 - 14	8.8	8.8	8.6	8.8	7.6	8.9	8.0	8.8
15 - 19	9.9	9.7	9.6	9.6	7.8	10.0	9.3	9.9
20 - 24	11.3	11.3	10.1	10.4	8.4	11.4	10.4	10.8
25 - 29	12.5	11.8	9.8	11.6	8.8	12.3	10.4	12.4
30 - 34	13.0	12.9	10.5	11.8	8.7	12.9	11.5	12.4
35 - 39	13.8	12.9	11.0	12.5	9.0	13.6	12.0	13.0
40 - 44	13.4	12.6	9.8	13.5	n.a.	13.5	10.5	12.8

Source: DBS: *Salaries & Qualifications of Teachers in Universities & Colleges 1963-64*. Tables 14, 15.

TABLE III

Median Salaries by Years Since First Degree, 1963-64 ($ 000)
By Sex and Field

Years Since First Degree	All Teachers	Men	Women	Faculty Administration	FIELD			
					Humanities	Social Sciences	Biological Sciences*	Physical Sciences
0 - 4	6.4	6.5	5.8	n.a.	6.2	6.3	6.5	6.5
5 - 9	7.4	7.5	6.7	n.a.	6.8	7.4	7.6	7.7
10 - 14	8.7	8.9	7.4	15.5	7.8	8.7	9.3	9.0
15 - 19	9.8	10.0	7.8	12.5	8.8	9.5	10.8	10.1
20 - 24	11.0	11.3	8.7	14.8	9.6	10.6	11.8	10.9
25 - 29	11.9	12.3	8.3	15.1	10.0	10.9	12.6	12.4
30 - 34	12.5	13.0	9.7	15.7	10.9	12.2	13.2	12.4
35 - 39	13.2	13.6	10.1	16.1	12.4	12.3	13.9	13.0
40 - 44	12.9	13.0	11.5	16.5	10.7	12.9	13.0	13.1

Source: DBS: *Salaries & Qualifications of Teachers in Universities & Colleges 1963-64*. Table 12.
*includes Medical Schools.

In considering these comparisons, it should be remembered that, typically, university teaching requires several years of graduate work, while in engineering, high school teaching, and the Civil Service, graduate work is exceptional and, for the particular categories shown in Table IV, graduate work is not required. To be competitive, therefore, salaries in university teaching should be considerably higher than in the other professions shown.

The Table shows that the *1962* salaries of engineers surveyed by the Department of Labour were appreciably above the *1963-64* salaries at Canadian universities for the levels of experience varying from about 10 to about 24 years from first degree. The difference would be even greater and cover a wider range of experience if engineers employed in universities were excluded from the engineers' data.

Table IV

Salary by Years Since First Degree: University Teachers and Other Professors ($000)

Years Since First Degree	*University Teachers (Medians) 1963-64* Canada (1)	Atlan. (2)	Que. (3)	Ont. (4)	West (5)	Based on Av. Yrs. by Ranks (6)	*Engineers* 1962 D of L Median (7)	1963 Based on Av. Yrs. by 'Level' (Median) (8)	*High School Teachers* Ontario 1963-64 (9)	*Civil Service* Econ. 2 (10)	Econ. 4 (11)	Econ. 5 (12)
1							5.7	5.6	6.0			
2	6.4	6.0	6.4	6.4	6.4		6.3			5.9		
3							6.6			6.2		
4							6.9	6.7	6.9	6.5		
5							7.5			6.8		
6							7.8			7.1		
7	7.4	7.1	7.3	7.6	7.5	6.5	8.1		7.8			
8							8.5				8.8	
9							8.7	8.2			9.1	
10							8.8		8.2		9.5	10.4
11						8.0					9.9	10.8
12	8.7	8.1	8.5	9.0	8.8						10.3	11.3
13							9.7	9.6	9.6			11.8
14												
15								11.3	10.0			
16												
17	9.8	8.7	9.6	10.0	9.9	10.1						
18							10.7					
19												
20								13.5				
21												
22	11.0	9.6	12.7	11.2	11.2							
23							11.6					
24												
25												
26						13.4						
27	11.9	9.3	10.8	12.5	12.0							
28							11.4					
29												
30												
31												
32	12.5	10.1	12.2	13.1	12.7							
33							11.7					
24												
35												
36												
37	13.2	10.7	13.4	13.8	12.6							
38							12.5					

Sources: *(1)-(6)* DBS, *Salaries & Qualifications of Teachers in Universities & Colleges, 1963-64.* Tables 1, 13, 24.

(7) Dept. of Labour *Professional Manpower Bulletin, May 1963,* Table 2.

(8) Canadian Council of Professional Engineers *Report on Salaries, 1963.*

(9) Queen's University Faculty Association *Report of the Salary Committee, 1963,* p. 6: 87 secondary school boards employing 63% of the teachers pay "at least $6,000 minimum to $10,000 maximum to a teacher who has graduated on a four year honour course with one year of professional training with three summer sessions . . . The maximum is reached by annual increments of $300."

(10)-(12) Federal Civil Service salary scales and job descriptions.

The other figures for engineers (column 8) are based on a survey by the Canadian Council of Professional Engineers and show median salaries as at July 1963 for six different "levels of responsibility" for which median years since first degree are also given. These figures are comparable to our tabulation of average salary against average "years" based on the four ranks (column 6). Again the engineers' salaries are seen to be well above those in the universities. Associate professors, with an average of *17* years' experience, have a median salary of $10,100 while "Level E" engineers, with an average of only *15* years' experience, have a median salary of $11,300. At "Level F", engineers have about the same salary as our full professors, but they are on the average 6 years closer to their first degree.

In the range from about 7 to about 17 years since first degree, university salaries are significantly lower than those of high school teachers in Ontario. The table also shows that university salaries are considerably below those of professional grades in the Federal Civil Service. The figures for economists are based on experience requirements for admission to the grade in question, as stated in the job descriptions, and prescribed annual increments. For candidates with Masters' degree two years less (from Master's degree) are required, so that an economist who obtains his Master's degree in one year, as is normal, would be one year ahead of the figures shown. The experience requirements are in some cases stated as "minimum" and are of course not the only factor governing classification. It is known, however, that in the current shortage of professional personnel, appointments are often made with less than the stated minimum experience. For grades higher than "5" the experience requirement is merely described as "extensive". For other professional categories experience requirements are similar.

Comparison With United States Salaries

Table V shows that the rates of increases in United States average salaries in recent years have been appreciably higher than those in Canada. Scattered evidence suggests that salaries at leading United States universities are now well ahead of those at leading Canadian institutions.

Conclusion

Canadian university salaries are generally low compared both to those in other professions requiring university training and to those at leading United States institutions. They are, moreover, increasingly falling behind those in the United States. These trends are bound to

TABLE V

Percentage Increase in Average Academic Salaries: Canada and United States

Rank	1962/3 to 1963/4 Canada	USA	1960/1 to 1962/3 Canada	USA
Professor	4.3%	5.5%	5.2%	13.5%
Associate Professor	2.5	5.0	5.2	12.1
Assistant Professor	3.1	4.5	3.9	11.5
Instructor	4.1	4.5	8.8	11.8
Lecturer	4.1	9.5	8.8	27.4

Source: Canada: Computed from DBS *Salaries & Qualifications of Teachers in Universities & Colleges, 1963-64*, Table 1.
U.S.A.: Computed from AAUP *The Economic Status of the Profession, 1963-64* (mimeographed) Table 2. U.S.A. figures refer to total compensation.

have an adverse effect on both the quality and the number of new recruits that can be attracted to Canadian academic life at this critical time.

Some years ago, Canadian academic salaries reached levels comparable with those in the United States, and as a result Canadian universities have been able to recruit staff in that country. Clearly this source of supply will no longer be available unless there are substantial improvements in the rate of increase of Canadian salaries.

Salary Scales

Salary scales adopted for 1964-65 are shown in the mimeographed tabulation kindly made available by Mr. Mitchener of D.B.S. Most of the leading universities have now adopted the Toronto scale of minima of: $13,000 for professors; $9,500 for associate professors; and $7,500 for assistant professors.

GIDEON ROSENBLUTH, (UBC)
Chairman,
Salary Committee.

June 8, 1964.

APPENDIX

A Technical Note on Comparison of Salary Structures among Universities

The comparison of salary structures is a conceptually simple matter since most of the information needed is contained in mean salaries by age or experience and university. The problem is made difficult, however, by the absence of current information matching age or experience with salary for all Canadian universities.

Various methods of surmounting this difficulty have been considered. A comparison of overall mean salaries has some appeal,

because it is said to be a simple measure which is easily understood, and which permits comparisons with other professions. Unfortunately, the overall mean may be quite misleading. For example, the mean salary at Carleton University is $9,100 as compared to $9,400 at U.B.C., which seems to imply slightly higher salaries at U.B.C. However, Table I reveals significantly higher salaries at Carleton for all age levels shown and the underlying graph for Carleton is above that for U.B.C. throughout its length.

The overall mean salary is higher at U.B.C. because faculty members tend to be older. Such differences in age distributions are, in part, a consequence of differences in the ages and growth rates of universities. Since the latter vary considerably, and since overall mean salaries are so largely affected by age distributions, the overall mean is a poor indicator of salary structure.

One might argue that the U.C.C.-Carleton case is exceptional because, in fact, overall mean age does not vary much among Canadian universities. If one considers, for example, the eleven major universities in Canada, one finds that the standard deviation of the overall mean age is less than the standard deviations of mean age within any one rank. This finding has been said to support the conclusion that comparisons of overall mean salaries are more meaningful than comparisons of means by rank, and the argument would certainly be valid if one could assume a linear relationship between salary and age. However, our graphs indicate that the relationship is not generally linear.

Since average annual salary increments tend to vary by age group, two universities with the same mean age and salary structure might easily have different overall mean salaries, because of differences in the dispersion of the ages of their faculty members. In other words, non-linearity of the relationships between salary and age impairs the validity of the mean as an estimator of salary structure. Moreover, since non-linearity tends to be more pronounced the greater the range of ages involved, this problem is much more serious with overall means than with means by rank. Therefore, one must conclude that smaller variation among overall mean ages than among the mean ages for any one rank does not necessarily indicate that comparison of overall means is more useful than comparison of means by rank.

One should not conclude from this that mean salaries by rank are necessarily very meaningful. Unfortunately, different universities do not attach the same meaning to each rank, so that comparisons by

rank may also be misleading. Consider, for example, the following data for U.B.C. and Waterloo Universities:

Waterloo	Full Professors incl. Heads	Associate Professors	Assistant Professors	Lecturers & Instructors
mean age (1962/3)	42.2 years	38.5	34.9	31.6
mean salary	$12,343	$9,982	$8,065	$6,351
U.B.C.				
mean age (1962/3)	50.2	43.8	36.5	35.3
mean salary	$13,751	$10,008	$8,009	$6,316

(For Sources see Table I)

Comparing salaries for each rank, there are no significant differences between the two universities except at the full professor level where the mean salary is much higher at U.B.C. This seems to imply slightly higher expected salaries at U.B.C. However, the information on age shows that it would be better to compare the mean salary of a given rank at Waterloo with the mean salary of the next lower rank at U.B.C. If this is done, it is apparent that the salary structure is much higher at Waterloo, rather than slightly higher at U.B.C., which seemed at first to be implied.

The conclusion is that both overall mean salary and mean salary by rank are too crude to depend upon. The overall mean is rejected in part because of variations in mean age by university, and in part because of the non-linearity of salary structures and the differences in age distributions within universities. Mean salary by rank is rejected because of variations in mean age by rank among universities. The remaining alternative, which is a temporary solution of the problem, is to match 1962/63 data on mean age by rank with the 1963/64 information on mean salary by rank. This involves some error, because the mean ages will not all remain constant from one year to the next. However, the changes in mean ages are likely to be small, particularly at the associate and full professor levels, and those changes which do occur are likely to be common, in part, to all universities, so that the comparisons are likely to remain good.[1] In any event, the errors which do creep in will be much less misleading than comparisons of overall means or means by rank.

[1] The D.B.S. report, *Salaries and Qualifications of Teachers in Universities and Colleges, 1963-64*, states that "the median age for staff in various categories has not changed appreciably since the survey for 1956-57" (p. 20). For all universities together, median ages in 1963-64 were the same as in 1962-63 for deans, professors, associate professors and "lecturers and instructors" and fell by one year for assistant professors (based on figures rounded to the nearest full year - p. 62).

SALARY SCALES FOR LAY STAFF AT CANADIAN UNIVERSITIES AND COLLEGES, 1964-1965

(Prepared for meetings of the Canadian Association of University Business Officers and the Canadian Association of University Teachers)*

As has been the case since 1961-62, the Dominion Bureau of Statistics has collected information on university salary scales for release in June, before the opening of the academic year. Unless otherwise noted, all scales have been reported as final. Those institutions marked with an (*) below may have revised scales for 1964-65. The institutions whose names are underlined below have increased minimum salaries for two or more ranks over their 1963-64 rates. Others may have also increased their scales, but are either reported for the first time this year, or did not submit a return for last year.

For 1963-64, the University of Toronto, together with its federated arts colleges, and York University, had the highest floors: $13,000 for full professors, $9,500 for associate professors, and $7,500 for assistant professors. For 1964-65, these floors were to be matched or exceeded by at least 9 other institutions (Alberta, Manitoba, McGill, McMaster, Montréal, Queen's, Saskatchewan, and Trent Universities, and Osgoode Hall Law School).

The institutions included are in the main those with membership in the National Conference of Canadian Universities and Colleges, the Canadian Association of University Business Officers, or with local staff associations affiliated with the Canadian Association of University Teachers. Most institutions having a preponderance of staff members in religious orders, or with no specific academic work, are omitted.

*Prepared by: Higher Education Section, Education Division, Dominion Bureau of Statistics, Ottawa, Canada.

Data for each institution were entered as soon as they were received. There has thus been no ranking of institutions. They are listed in the following order:

University of Alberta
The University of Western Ontario
University of Toronto
The University of Manitoba
McGill University
University of British Columbia
Trent University
York University
The University of New Brunswick
Waterloo Lutheran University
University of St. Michael's College
Nova Scotia Technical College
Brandon College
Sir George Williams University
Saint Mary's University
Acadia University
St. Francis Xavier University
Mount Allison University
Federated Colleges (Ont.)
University of Trinity College
*Osgoode Hall Law School
Carleton University
Université de Moncton
*Université Laval
Collège Sainte-Marie
University of Ottawa
St. Paul's College (Man.)
St. John's College
*Ecole Polytechnique
Loyola College
Université de Sherbrooke
*U. Laval (Faculté de Commerce)
University of Windsor
University of Waterloo
Huron College
University of Saskatchewan
University of Victoria (B.C.)
*Notre Dame U. of Nelson (B.C.)
McMaster University
Royal Military College of Canada
Ontario Veterinary College
Université de Montréal
Mount Saint Vincent College
Memorial U. of Newfoundland
Laurentian U. of Sudbury
University of King's College
Queen's University at Kingston
Victoria University (Ont.)

SALARY SCALES FOR LAY STAFF AT CANADIAN UNIVERSITIES AND COLLEGES, 1964--65

(*Source*: Data supplied in May, 1964, to the Dominion Bureau of Statistics by the institutions listed)

Institution	Deans	*Full Professors* Department Heads, Directors	*Full Professors* Other Full Profs.	Assoc. Profs.	Assist. Profs.	Rank immediately below Asst. Prof.	Other Ranks
						Lecturers	
Alberta:	$	$	$	$	$	$	$
Minimum	none	13,250	13,000	10,000	7,500	none	*Instructors*: no minimum
Maximum		none		12,600	9,600		none
Annual Increment		none		400	400		none
Western Ontario:						*Lecturers*	
Minimum	none	12,000	12,000	9,000	7,500	6,500	*Instructors*: 5,500
Maximum					none		
Annual Increment					none		
Toronto:						*Lecturers*	
Minimum		13,000		9,500	7,500	6,000	*Instructors*: no scale
Maximum					none		
Annual Increment					none		
Manitoba:						*Lecturers*	
Minimum	no scales		13,000	9,500	7,500	not stated	
Maximum	as such		none	12,999	9,499	7,499	
Annual Increment					none		
McGill:						*Lecturers*	
Minimum	none		13,000	10,000	7,500	6,250	
Maximum					none		
Annual Increment					none		
British Columbia:						*Instructor II*	
Minimum	none	12,000		9,000	7,000	5,500	*Senior Instructor*,
Maximum					none		*Instructor I* and
Annual Increment					none		*Lecturer*: no minimum maximum, or annual increment.

SALARY SCALES FOR LAY STAFF AT CANADIAN UNIVERSITIES AND COLLEGES, 1964--65

(*Source*: Data supplied in May, 1964, to the Dominion Bureau of Statistics by the institutions listed)

Institution	Deans	*Full Professors* Department Heads, Directors	*Full Professors* Other Full Profs.	Assoc. Profs.	Assist. Profs.	Rank immediately below Asst. Prof.	Other Ranks
	$	$	$	$	$	$	$
Trent:						*Lecturers*	
Minimum	no information		13,000	9,500	7,500	6,000	
Maximum	no information			none			
Annual Increment	no information						
York:						*Lecturers*	*Instructors*:
Minimum	15,000		13,000	9,500	7,500	6,000	Minimum 4,400
Maximum				none			
Annual Increment				none			
New Brunswick:						*Lecturers*	
Minimum	none		10,800	8,700	6,700	none	
Maximum				none			
Annual Increment				none			
Waterloo Lutheran:							
Minimum	14,000	no	10,350	8,750	7,050	*Lecturers I*:	5,500 x 250 to 7,300
Maximum	16,000	additional	open	10,850[1]	9,150[2]	*Lecturers II*:	5,500 x 150 to 7,200
Annual Increment	500	salary	400	350[1]	300[2]		
St. Michael's:						*Lecturers*	
Minimum	none	13,500	13,000	9,500	7,500	6,000	
Maximum		none		12,900	9,400	7,400	
Annual Increment	none	500	500	500	500	500	
Nova Scotia:						*Lecturers*	
Minimum		9,500		8,500	6,500	5,000	
Maximum				none			
Annual Increment	no stated amounts						

[1] Maximum and increment for Associate Professors I. For II, maximum is 10,500 and increment 250.

[2] Maximum and increment for Assistant Professors I. For II, maximum is 8,850 and increment 200.

SALARY SCALES FOR LAY STAFF AT CANADIAN UNIVERSITIES AND COLLEGES, 1964--65

(*Source*: Data supplied in May, 1964, to the Dominion Bureau of Statistics by the institutions listed)

Institution	Deans	*Full Professors* Department Heads, Directors	*Full Professors* Other Full Profs.	Assoc. Profs.	Assist. Profs.	Rank immediately below Asst. Prof.	Other Ranks
	$	$	$	$	$	$	$
Brandon:						*Lecturers*	
Minimum	none		11,000	9,000	7,000	5,500	*Instructors* in Music
Maximum				11,000	9,000	7,000	same as Lecturers in
Annual Increment	none		annual increments not fixed				Arts and Science
Sir George Williams:						*Lecturers*	
Minimum	13,500	11,800		8,700	6,800	6,000	*Senior Demonstrator*:
Maximum	15,000	13,900		12,000	9,700	7,700	4,000 to 6,700
Annual Increment	no fixed amount						
Saint Mary's:						*Lecturers*	
Minimum	no information		9,800	8,300	6,500	5,300	
Maximum	no information			10,300	8,300	6,500	
Annual Increment	no information		150	200	200	300	
Acadia:						*Lecturers*	
Minimum	no information		9,000	7,500	6,000	5,280	
Maximum	none						
Annual Increment	not automatic						
St. Francis Xavier:						*Lecturers*	
Minimum	no information		10,100	8,400	6,600	5,300	
Maximum	no information		none	10,400	8,400	6,300	
Annual Increment	no information		250	250	200	200	
Mount Allison:						*Lecturers*	
Minimum	none		10,000	8,500	6,500	5,000	
Maximum	none						
Annual Increment	none						

SALARY SCALES FOR LAY STAFF AT CANADIAN UNIVERSITIES AND COLLEGES, 1964--65

(*Source*: Data supplied in May, 1964, to the Dominion Bureau of Statistics by the institutions listed)

Institution	Deans	*Full Professors* Department Heads, Directors	*Full Professors* Other Full Profs.	Assoc. Profs.	Assist. Profs.	Rank immediately below Asst. Prof.	Other Ranks
	$	$	$	$	$	$	$
Federated Colleges, Guelph:						*Lecturers*	
Minimum	not	12,000	11,000	9,000	7,200	5,750	*Assistants*: 4,800 x 250
Maximum	stated	14,000	13,000	11,000	9,000	6,900	to 5,750.
Annual Increment		500	500	500	400	300	
Trinity:						*Lecturers*	*Instructors*: minimum
Minimum	13,500		13,000	9,500	7,500	6,000	5,000
Maximum	none established, except as determined by minimum for the next rank						
Annual Increment	varies within each rank upon ability						
Osgoode Hall:[3]							
Minimum	none		13,000	9,500	7,500		
Maximum	none						
Annual Increment	none		500	500	500		
Carleton:						*Lecturers*	
Minimum	none		12,000	9,500	7,500	none	
Maximum	none						
Annual Increment	not specified						
Moncton:							
Minimum	9,600	9,100	8,600	7,100	6,000	5,500	
Maximum	10,600	10,100	9,600	8,300	7,000	6,500	
Annual Increment	minimum of $200 per year						
Laval:[3]						*Assistants*	
Minimum	[4]	no	12,000	9,000	7,000	6,000	
Maximum	[4]	data	14,000	11,000	8,900	7,000	
Annual Increment		given			about 200		

[3] Revisions are planned for 1964-65. Figures given are for unrevised scales.

[4] Supplement of 1,500 (minimum) to 2,000 (maximum).

SALARY SCALES FOR LAY STAFF AT CANADIAN UNIVERSITIES AND COLLEGES, 1964--65

(*Source*: Data supplied in May, 1964, to the Dominion Bureau of Statistics by the institutions listed)

Institution	Deans	*Full Professors* Department Heads, Directors	*Full Professors* Other Full Profs.	Assoc. Profs.	Assist. Profs.	Rank immediately below Asst. Prof.	Other Ranks
						Chargés d'enseignement	
Sainte-Marie:	$	$	$	$	$	$	$
Minimum	none		10,500	9,000	7,000	6,000	
Maximum	none		13,000	10,000	8,500	6,750	
Annual Increment	none		250	250	250	250	
Ottawa:						*Lecturers*	
Minimum	14,000	11,500	11,000	9,000	7,000	5,500	
Maximum	not	15,500	15,000	11,500	9,500	7,500	
Annual Increment	stated			300 to 500			
St. Paul's:						*Lecturers*	
Minimum		none	10,500	8,700	7,000	5,500	
Maximum		none	none	10,499	8,699	6,999	
Annual Increment				variable, 300 granted for 1964-65			
St. John's:						*Lecturers*	
Minimum	10,750	not	10,000	8,400	7,000	5,400	*Special lecturers* and
Maximum	none	stated	none	10,000	8,400	7,000	*instructors*: no scales
Annual Increment	200			200			
Polytechnique:[5]						*Assistants*	
Minimum	not	14,850	12,600	9,300	7,440	6,000	*Démonstrateurs*: 5,400
Maximum	stated			not fixed		7,800	to 6,600
Annual Increment				not statutory			
Loyola:						*Lecturers*	
Minimum		none	12,000	9,150	7,125	5,700	
Maximum		none	16,680	12,450	9,500	7,410	
Annual Increment		none	360	272	214	171	

[5] Revisions are planned for 1964-65.

SALARY SCALES FOR LAY STAFF AT CANADIAN UNIVERSITIES AND COLLEGES, 1964--65

(*Source*: Data supplied in May, 1964, to the Dominion Bureau of Statistics by the institutions listed)

Institution	Deans	*Full Professors* Department Heads, Directors	*Full Professors* Other Full Profs.	Assoc. Profs.	Assist. Profs.	Rank immediately below Asst. Prof.	Other Ranks
	$	$	$	$	$	$	$
Sherbrooke:						*Chargés d'enseignement*	
Minimum	no	no	12,600	10,100	7,500	6,100	
Maximum	data	data	15,000	13,300	10,500	not stated	
Annual Increment	given	given	400	400	300	300	
Laval (Faculté de commerce):[6]						*Assistants*	
Minimum	13,500[7]		12,000	9,000	7,000	5,000	
Maximum	16,000		14,000	12,000	9,000	7,000	
Annual Increment			100	150	200	not stated	
Windsor:	no salary scales reported						
Waterloo:						*Lecturers*	
Minimum	14,000	13,100	12,500	9,500	7,400	5,800	
Maximum	none						
Annual Increment	variable	scale adjustment, plus merit					
Huron:						*Lecturers*	
Minimum		none		8,250	7,000	5,500	
Maximum	none						
Annual Increment	none						
Saskatchewan:						*Lecturers*	
Minimum	14,500	no	13,000[8]	10,000	7,500	6,000	*Instructors*: 5,500 x 300
Maximum	none	specific	14,400[8]	12,800	9,800	8,000	to 7,400
Annual Increment	[9]	scale	[9]	[10]	400	300	

[6] Revisions are planned for 1964-65. Data given are unrevised.
[7] 12,000 plus 1,500 special allocation.
[8] Minimum for "full professors of distinction" is 14,500; no maximum.
[9] No statutory increase, but merit increases normally of 500.
[10] Increment of 400 subject to review at the midpoint of the range.

SALARY SCALES FOR LAY STAFF AT CANADIAN UNIVERSITIES AND COLLEGES, 1964--65

(*Source*: Data supplied in May, 1964, to the Dominion Bureau of Statistics by the institutions listed)

Institution	Deans	*Full Professors* Department Heads, Directors	*Full Professors* Other Full Profs.	Assoc. Profs.	Assist. Profs.	Rank immediately below Asst. Prof.	Other Ranks
	$	$	$	$	$	$	$
Victoria (B.C.):						*Instructor II*	
Minimum	not	12,000		9,000	7,000	5,500	*Lecturer* and
Maximum	decid-				none		*Instructor I*: variable
Annual Increment	ed				none		
Notre Dame U. of Nelson:[11]						*Instructors*	
Minimum	500	350	8,500	7,000	5,500	4,450	
Maximum	above	above	10,500	8,750	7,000	5,750	
Annual Increment	rank	rank	400	350	300	250	
McMaster:						*Lecturers*	
Minimum	none	13,300	13,000	9,500	7,500	6,000	
Maximum					none		
Annual Increment					none		
R.M.C.:						*Lecturers*	
Minimum	13,000	12,500	12,000	9,000	7,320	5,400	
Maximum		none		12,000	9,480	8,040	
Annual Increment		no statutory increases: increases are based on merit					
O.V.C.:[12]						*Lecturers*	
Minimum	none	12,000	11,000	9,000	7,200	5,750	*Assistants*: 4,800 x 200
Maximum	none	14,000	13,000	11,000	9,000	6,900	to 5,000; then x 250
Annual Increment		500			300 to 7,800	250 to 6,000 to 5,750	
					400 to 9,000	300 to 6,900	
Montréal:	average of					*Chargé d'enseignement senior*	
Minimum	1,500	500	13,000	10,000	7,500	6,000	*Chargé d'enseignement*
Maximum	above	above	16,000	13,500	10,500	9,500	*junior*: 5,000 x 300 to
Annual Increment	rank	rank	350	300	300 to 9,000	300 to 8,100	6,800; then x 200 to
					200 to 10,500	200 to 9,500	8,600

[11] Revisions may be made for 1964-65.

[12] Veterinarians are usually recruited at the Assistant Professor level.

SALARY SCALES FOR LAY STAFF AT CANADIAN UNIVERSITIES AND COLLEGES, 1964--65

(*Source*: Data supplied in May, 1964, to the Dominion Bureau of Statistics by the institutions listed)

Institution	Deans	*Full Professors* Department Heads, Directors	*Full Professors* Other Full Profs.	Assoc. Profs.	Assist. Profs.	Rank immediately below Asst. Prof.	Other Ranks
	$	$	$	$	$	$	$
Mount St. Vincent:						*Instructors*	
Minimum	not stated		10,000	8,000	6,500	5,000	*Lecturers*: all part-time
Maximum	not stated		12,000	9,900	7,900	6,400	
Annual Increment	not stated		250	250	250	250	
Memorial:						*Lecturers and Instructors*	
Minimum	13,000	10,000	10,000	9,000	7,500	6,000	
Maximum	13,000	12,500	12,500	10,500	9,500	7,500	
Annual Increment	none						
Laurentian:						*Lecturers*	
Minimum	13,000	12,000	11,000	8,500	7,500	6,500	*Instructors* 5,500 x 250
Maximum	16,000	15,000	14,000	10,500	9,500	8,000	to 7,000
Annual Increment	300	300	250	250	250	250	
King's College:						*Lecturers*	
Minimum	not	10,500	10,500	8,500	6,500	negotiated	
Maximum	stated	not stated					
Annual Increment	none automatic						
Queen's:						*Lecturers*	
Minimum	none	13,000	13,000	9,500	7,500	6,000	
Maximum	none						
Annual Increment	regular increment not specified						
Victoria (Ontario):						*Lecturers*	
Minimum	15,000	13,000	13,000	9,500	7,500	6,000	*Instructors*: no mini-
Maximum	none			12,500	9,000	7,500	mum or maximum
Annual Increment	varies						

RCMP ACTIVITIES ON UNIVERSITY CAMPUSES

I. Second Memorandum to the Executive Committee[1].

Meeting held on November 15, 1963

At the invitation of the Prime Minister, the Rt. Hon. L. B. Pearson, the undersigned representatives of the C.A.U.T. met a second time with Government representatives to discuss the problems raised by R.C.M.P. activities on Canadian university campuses. The meeting took place in the Prime Minister's office on November 15, 1963, at 4:30 p.m. Also present were Dr. Pauline Jewett, M.P.; Mr. R. G. Robertson, Secretary to the Cabinet; Mr. N. A. Robertson, Under-Secretary of State for External Affairs; Commissioner G. B. McClellan of the R.C.M. Police; Mr. D. F. Wall, Privy Council Office; and Mr. David Jenkins, President of the Canadian Union of Students.

On behalf of the Minister of Justice, *the Prime Minister* expressed regret that Mr. Chevrier had been unable to attend the meeting because of a prior speaking engagement in the United States. In reference to the representations made by the C.A.U.T., Mr. Pearson assured its representatives, and the representative of the C.U.S., that the Government was continuing its review of security policies and procedures to ensure a proper balance between the rights and interests of the individuals concerned and the Government's responsibility to protect the country as a whole from espionage and subversion.

Mr. Pearson then asked the C.A.U.T. representatives if they had further representations to make regarding the memorandum which they had presented at the first meeting on July 31. *Professor Laskin* proposed that for discussion purposes the meeting should agree to the separation of the problem into two parts: (1) general surveillance; (2) security clearance procedures where they are necessary and are legally entrusted to the R.C.M.P. Professor Laskin stressed that we are categorically opposed to (1), and that we propose safeguards against abuses in (2).

Commissioner McClellan pointed out that there was a third area of R.C.M.P. work, that of counter-espionage which sometimes took officers to university campuses. He said that we would be surprised if we knew how often espionage cases have taken investigators to the campuses of Canadian universities.

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[1] The attention of readers is drawn to the previous "Memorandum Concerning RCMP Activities on University Campuses," C.A.U.T. *Bulletin*, XII (April, 1964), 36-41.

There was considerable discussion of the question raised at the end of the first meeting, i.e. whether in fact government departments could not themselves take over a considerable part of the work of investigating applicants for those government posts which require security clearance, using the orthodox methods of interview, letters to referees, etc. Mr. Norman Robertson said that the experience of the External Affairs Department was that the number of posts availible and the number of applicants for them is now so great that the Department had had to hand over this work to the R.C.M.P. The Commissioner volunteered the information that the R.C.M.P. carries on some 150,000 security clearance inquiries each year.

At the Prime Minister's request, *Commissioner McClellan* explained the functions of the R.C.M.P. in conducting security investigations on the Government's behalf. The three main categories of investigation were those for the purpose of ensuring the suitability and trustworthiness of persons being considered for appointment to sensitive positions in the public service; those pertaining to actual or suspected espionage; and those concerning subversive activity in Canada. *The Commissioner* pointed out that, insofar as any of these investigations affected students or faculty members at the universities, it was not and had never been any part of their purpose to interfere in any way with the freedom of discussion so necessary to university life. In fact, because of expressions of concern by individuals and university organizations, the R.C.M.P. in recent years had substantially restricted security investigations on university campuses.

On the question of the C.A.U.T. policy resolution which was adopted in June 1963, the *Commissioner's* reply was that the Force could not agree to confine its activities to the securing of written, signed, statements from persons being interviewed. The central difficulty in requesting referees or other persons interviewed to provide written reports was that the great majority of people were prepared to express frankly and fully in oral fashion views which they were not prepared to put in writing, and that frank and detailed assessments of prospective employees by those who knew them best were absolutely essential to the selection of able and trustworthy personnel for government service. *Professor Laskin* asked if the Commissioner would agree that the investigating officer should reduce his notes of any conversation to writing and submit his report of the interview to the person interviewed, for his approval and signature. The Commissioner replied that this would impose far too severe restrictions upon police questioning.

In the course of the discussion, *the Commissioner* said that since "mid-1961" there has been an official policy of no general surveillance at university campuses. *Professor Reid* asked how the Commissioner would explain the incident at Sudbury in February of 1963. *The Commissioner* replied that this was not "an investigation", but merely a legitimate interest on the part of the local detachment in a student meeting involving several young men who were on the way to East Berlin to attend a youth rally. He said, too, as his predecessor has said, and as the former Minister of Justice, Mr. Fleming, has said, that R.C.M.P. Headquarters did not even know that inquiries had been made until protests came in from the Sudbury Faculty Association.

During the ensuing discussion, *Professors Reid and Laskin* raised the following additional matters:

(a) that it was not the standard practice of the R.C.M.P. to notify the president of a university, or some other designated official, that an investigation was being conducted on the campus;

(b) that some investigations on campus appeared to have been initiated by local representatives of the R.C.M.P. without authorization from Headquarters in Ottawa; and

(c) that members of the R.C.M.P. conducting security investigations did not appear to be fully qualified, in terms of education or experience, to perform this difficult work satisfactorily.

The reply to these expressions of concern was as follows:

(a) that the R.C.M.P. would be pleased to inform the president of a university, or an officer designated by him, of all investigations relating to security screening on the campus. There would, however, be other investigations relating to espionage or subversive activity in which, because of their sensitivity, it would not be possible to inform the university;

(b) that all R.C.M.P. investigations relating to security screening were, and would continue to be, authorized by R.C.M.P. Headquarters in Ottawa. Other investigations relating to subversion or espionage were conducted under general supervision from Headquarters; and

(c) members of the R.C.M.P. engaged in security investigations had a minimum of three years, and usually five years, of training and experience in police work before engaging in security investigations. In addition, they were given extensive courses in all phases of security, as well as considerable "in-job" training, including specific instructions in the rights and freedoms of individuals under the law. It was their function merely to obtain factual information from available sources

and to provide the most careful assessment of the reliability of the sources of the information. The assessment of the information itself was the responsibility of the employment department or agency.

During further discussion, the following additional points were made by the Government representatives:

(a) experience had shown that Soviet intelligence services did not hesitate to exploit university students for espionage purposes, whether on the campus or during their travels abroad, and that it was essential for the protection of the students as well as the country that these instances be investigated;

(b) because of increased requirements for security screening investigations in recent years, the Government and the Civil Service Commission had placed an increasingly heavy load of investigative responsibility upon the R.C.M.P. in the selection of suitable personnel. Consideration was being given to means by which this load might be distributed more equitably and effectively, as well as to other means of improving government security procedures generally.

At the conclusion of the meeting, which was as cordial as the earlier one, *the Prime Minister* expressed his appreciation of the views given by the representatives of the universities, and gave his assurance that, while some advances had been made in recent months, the Government would continue its efforts to remove the fears and worries that had been expressed. Arrangements were made for Mr. Jenkins to be given a brief statement of policy concerning general R.C.M.P. security surveillance for the information of the national executive of his organization. It was further arranged that Commissioner McClellan would meet immediately in another office with Professors Reid and Laskin and Mr. Jenkins to discuss R.C.M.P. investigative techniques.

The written statement of policy requested by Mr. Jenkins for publication in campus newspapers in Canada was as follows:

> "There is at present no general R.C.M.P. surveillance of university campuses. The R.C.M.P. does, in the discharge of its security responsibilities, go to the universities as required for information on people seeking employment in the public service or where there are definite indications that individuals may be involved in espionage or subversive activities."

The Commissioner agreed to answer some of the questions on procedure which we had submitted to the first meeting, but which had

not yet been discussed. He pointed out, however, that since a new policy had been adopted in mid-1961, some of the questions were in fact no longer applicable.

Briefly, the questions which the Commissioner dealt with, and the answers which he gave, were as follows:

1. Q. When a member of a university staff or a university organization is being investigated, does the investigating officer always inform the university authorities of the fact?
   A. Usually, yes. There are occasions, however, when there is a danger that if a university official were notified he might immediately inform the subject of the investigation about the police interest, and the subject would be on his guard and prepared for the inquiries.

2. Q. When a member of the faculty of a Canadian university is being investigated, is he informed of the fact?
   A. Not usually. Very often no incriminating evidence is uncovered and the matter is quietly dropped.

3. Q. Is it the policy of the R.C.M.P. to permit an investigating officer to ask members of a university body, staff and/or students, to act as informers about the beliefs and activities of other members of the university community?
   A. No. But there are many university people, both faculty members and students, who come forward and volunteer information. The Force reserves the right to accept their information.

4. Q. Is it the policy of the R.C.M.P. to permit an investigating officer to ask members of the university body, staff and/or students, to keep a general lookout for suspicious or subversive opinions or activities in university affairs?
   A. No. However, the same reservation as stated under question 3 above applies here.

5. Q. Is it the policy of the R.C.M.P. to permit an investigating officer to ask members of the university body, staff and/or students, to enrol as a member of a university organization in order to provide information to the R.C.M.P. about that organization and its members?
   A. No. The same reservation as noted under question 3 applies here.

6. Q. Is it against the policy of the R.C.M.P. for an investigating officer to attempt to secure information about the political beliefs and political reliability of university persons other than known

and professed members of a known and professed Communist organization, or persons who have applied for employment in a post where security clearance by the R.C.M.P. is required by law?

A. The R.C.M.P. is far less concerned about the activities of known and professed members of a known and professed Communist organization that it is about the activities of the hidden Communist sympathizers. It cannot surrender its task of counter-espionage and to perform this task it must have access to a wide range of information.

7. Q. During the past two years, has an investigating officer ever commenced his investigations as a result of a complaint lodged by one member of the university community alleging real or potential subversive activity against another member of the same community?

A. See answer to (3) above.

8. Q. Have dossiers been compiled and maintained on file on persons other than known and professed members of known and professed Communist organizations? For example, have dossiers been compiled and maintained on file on persons who are members of university committees such as the Combined Universities Campaign for Nuclear Disarmament?

A. There is no special interest in the C.U.C.N.D. or any other particular campus organization.

Bora Laskin,
Faculty of Law,
University of Toronto.
J. H. Stewart Reid,
[Late] Executive Secretary, C.A.U.T.

April 21, 1964.

II. Council Resolutions of June, 1963 and June, 1964

At its meeting in June, 1963, the C.A.U.T. Council adopted the following resolution, published previously in the October, 1964 issue of the C.A.U.T. *Bulletin*:

> WHEREAS the C.A.U.T. has been deeply concerned over the past two years about reported investigations of the R.C.M.P. into the beliefs, associations and activities of university teachers and students,

And WHEREAS these investigations and the procedures connected with them have serious implications for academic freedom in Canadian universities and colleges,

BE IT RESOLVED that

1. the Canadian Assocation of University Teachers believes that a full review of R.C.M.P. security and intelligence investigation procedures is a matter of urgent public importance and should be undertaken at once;

2. the C.A.U.T. (a) advises its members that they are not compelled to reply to questions of the R.C.M.P. respecting the political or religious beliefs, activities and associations of colleagues and students;

(b) urges its members not to reply orally to such questions; and

(c) urges further that if any member considers that a reply should be made, it should be given in writing, signed by the member, and dated.

The memorandum printed in the preceding pages was presented at the C.A.U.T. Council meeting in June, 1964, by Professor Laskin; and Council members also read an extract from *Hansard* of June 3, 1964, recording a question on this subject asked by Mr. Orlikow and answered by the Prime Minister. The Council then adopted the following resolution:

> That C.A.U.T. (a) re-affirm its resolution of last June about the R.C.M.P. on university campuses;
>
> (b) communicate this decision to the government;
>
> (c) urge its membership to observe the resolution as constituting, in effect, a set of ground-rules in dealing with the R.C.M.P.;
>
> (d) make every effort to publicize both the re-affirmation of the resolution and its communication to the Government, drawing particular attention to the C.A.U.T.'s insistence, not only in the case of university professors but as a matter of general practice, that interviews connected with security proceedings should be recorded in writing and signed by the interviewee.

ANNOUNCEMENTS

Associate Editor of the Bulletin

In June, 1964, Professor Laurie Gauvin of Laval University was appointed Associate Editor of the *Bulletin,* to assist particularly in the editing of articles, reports, and other materal in the French language. This is a most welcome appointment; we hope that, under Professor Gauvin's auspices, there will be many items in French in this year's issues of the *Bulletin.* The *NEWSLETTER* will appear with more or less regularity again this year, and local association news items in both languages are needed to make it fully informative.

Committee on Financial Assistance for University Teachers Pursuing Advanced Studies

A report of the progress of the work of this Committee was presented by the Chairman, Professor R. W. Thompson (Biology Department, Saint Francis Xavier University). This report, which has been distributed to secretaries of local associations, outlines the problem and the Committee's methods of attacking them. A final report should be available sometime in the fall. In the meantime, the Committee would welcome any comments or opinions from members of the C.A.U.T. or interested persons.

Commission on the Financing of Higher Education

Dr. Vincent W. Bladen, Dean of the Faculty of Arts and Science in the University of Toronto, and Chairman of the Canadian Universities Foundation Commission on the Financing of Higher Education, has written to the Executive Secretary inviting relevant submissions from local and regional groups of the C.A.U.T., or from individual members of the staffs of any of the Universities and Colleges. His letter, giving the terms of reference of the Commission, has been distributed to secretaries of local associations, and can be obtained from them. The other members of the Commission are Dr. Paul Dugal, Dean of the Faculty of Pure and Applied Science in the University of Ottawa, the Honourable Wallace McCutcheon, a member of the Senate of Canada, and Mr. Howard Ross of the firm of Touche, Ross, Bailey and Smart. Submissions should be made as soon as possible.

Group Flights, Summer 1964

Two group flights for C.A.U.T. members and their families were successfully arranged this summer through the agency of Finlay Travel Ltd., 160 Bloor St. West, Toronto. The Executive Committee proposes to ask this firm to act as agents for the C.A.U.T. in plans for similar group flights for the summer of 1965.

Notice of Proposal to Amend the Constitution

At the June Council meeting Professor Cummings (Waterloo University) gave notice of a resolution to be brought to the November Council meeting: "That the name of the Canadian Association of University Teachers be changed to 'Canadian Association of University Professors.' "

Corrections

Witold Weynerowski, Research Assistant, C.A.U.T. National Office, informs us that data in the Table entitled 'Research, Pre-Doctoral and Sabbatical Leave at 29 Canadian Universities, 1963-64,' on page 23 of the April, 1964 issue of the *Bulletin,* require the following elaboration and amendment:

(1) St. Mary's University maintains an unwritten but longstanding policy of granting leave of absence for the purpose of completing doctoral studies. Thus, while no members of St. Mary's faculty were on sabbatical leave during 1963-64, three persons were away on pre-doctoral leave.

(2) At the University of New Brunswick seven out of eleven persons on sabbatical leave during 1963-64 received 50 per cent of their normal salary, rather than 'less than half' of normal salary, as reported in this table.

Appointment of Sir James Duff to Study University Government

On September 11 the National Office announced the appointment of Sir James Duff to replace Sir James Mountford on the commission to study university government in Canada. The commission is sponsored by the C.A.U.T. and the N.C.C.U.C., and is supported by a grant from the Ford Foundation.

Sir James Duff has had a distinguished career in university education and public service. He was Professor of Education at Manchester University from 1932 to 1937, and for the next twenty-three years he was Warden of the Durham Colleges. In that period he served a number of times as Vice-Chancellor of the University of Durham. He has been Vice-Chairman of the British Broadcasting Corporation since 1960, and is at present Lord Lieutenant of the County of Durham. He has served on Commissions on University Education in West Africa, India, Hong Kong, and Wales, and is chairman of the Academic Advisory Committee to the newly-established University of Sussex.

Associated with Sir James in the study will be Professor Robert Berdahl of San Francisco State College. The commission will visit most of the major universities and colleges in Canada during the winter of 1964-65.

NOTICE OF POSITIONS VACANT*

Canadian National Commission for UNESCO: Applications are invited for a Technical Assistance Appointment (SAMOED 3) in Western Samoa. A specialist in English Language Teaching is required to develop and implement a suitable programme for the training of teachers in modern methods of teaching English and to strengthen the work of the teacher training college. Qualifications: University degree in English including the teaching of English as a second language; professional qualifications and experience in the teaching of English, particularly to non-English-speaking students; experience in the use of modern language teaching aids. Duration of appointment is one year, and no other language but English is required. Base salary per annum equivalent to $8,930; additional allowances. Please direct applications to Director-General, External Aid Office, 75 Albert St., Ottawa 4, Ontario, and quote the post number given above.

Canadian Services College Royal Roads, Victoria, B.C.: Applications are invited for the position of Professor and Head of the Department of English. Candidates should have the Ph.D. and an established reputation as teacher and scholar. Duties include administration of department, first and second year teaching, research. Salary to depend on reputation and experience of candidate, may be up to $15,500. Appointment for 1 September 1965. Write to Dr. E. S. Graham, Director of Studies, Canadian Services College Royal Roads, Victoria, B.C.

External Aid Office, Education Division, University Section: The following overseas university posts are to be filled: British Guiana - Applied Math., Botany, Physical Chemistry, Physics, Zoology; Ghana - Food Scientist, Nutrition, Anatomy, Physiology; India - Biochemistry, Enzyme Chemistry, Elec. Machine Design, Geo-physics, Instrumentation and Tech. Optics; Kuala Lumpur - Anatomy, Physiology; Pakistan - Applied Chemistry, Applied Physics, Botany, Economics, Mathematical Physics, Physical Chemistry, Researcher in Engineering; Trinidad - Sociology; Uganda - Adult Education (2); Vietnam - Ophthalmology, Orthopedics, Physiology. Canada will pay the present salary of the teacher plus an overseas allowance and transportation allowances. Write to Education Division, External Aid Office, 75 Albert St., Ottawa 4, Ontario.

Monash University, Victoria, Australia: Applications are invited for the positions of Senior Lecturer, Lecturers, and Senior Teaching Fellow/ Teaching Fellow in Psychology, a newly-formed department. For

*Notices of positions vacant are carried free of charge.

further information write to the Registrar of the University, P.O. Box 92, Clayton, Australia, or the Secretary, Association of Commonwealth Universities, Marlborough House, Pall Mall, London S.W. 1.

Mount Allison University, Sackville, New Brunswick: Applications are invited for the position of Associate or Full Professor of French for 1965-66. Rank and salary according to qualifications. Applications to be sent to Professor A. MacBeth, Box 537, Sackville, New Brunswick.

Sir George Williams University, Montreal, P.Q.: The Biology Department will require, for the 1965-66 session, instructors in the fields of Plant Physiology, Mycology, Animal Physiology, Histology and Genetics. The instructors will be concerned also with the planning of laboratory facilities in a new building now under construction and in the direction of research. Rank and salary depend on qualifications and experience. Applications should be sent to the Chairman of the Department, Sir George Williams University, 1435 Drummond St., Montreal.

University of Alberta, Edmonton, Alberta: Applications are invited for the post of Research Assistant in Dairy Technology, to lead a small research team to undertake investigations in butter and fluid milk. The position will be for a period of three years in the first instance and may be renewed on a permanent basis thereafter. Salary will be $8,500 to $10,500 per calendar year, depending on the qualifications and experience of the applicant, who should preferably have a Ph.D. or the equivalent and research experience. Apply to the Head, Department of Dairy Science, University of Alberta, and include personal data, academic qualifications and experience and a list of published work, together with transcripts, names of four references, and a recent photograph.

McMaster University, Hamilton, Ontario: Applications are invited for a professorial appointment in the Department of Electrical Engineering, with duties commencing July 1, 1965. The applicant should have a research interest in catalysis applied to industrial chemical processes and be prepared to teach in related fields at both undergraduate and graduate levels. New Materials Research Laboratory being formed. Rank and salary will depend on qualifications of successful applicant. Applicants should have doctorate; details of academic training and industrial experience and names of three references should accompany letters of application sent to A. I. Johnson, Chairman, Department of Electrical Engineering, McMaster University.

Monash University, Victoria, Australia: Applications are invited for Chairs in Accounting, Applied Mathematics, Pure Mathematics, and Music; Dean of the Faculty of Arts; Dean of the Faculty of Science; Senior Lecturer and Lecturer in the Department of Classical Studies. Full information is available from the Secretary, Association of Commonwealth Universities, Appointment Section, Marlborough House, Pall Mall, London S.W. 1, or the Registrar of the University at Clayton, Victoria, Australia.

Victoria University of Wellington, N.Z.: Applications are invited for a Senior Lectureship and a Lectureship in Education. Preference given to applicants qualified to teach and conduct research in one or more of the following fields: theory and philosophy of education; child development; history of education; curriculum theory and development; comparative education; educational sociology; remedial education. Apply to the Registrar, Victoria University of Wellington, P.O. Box No. 196, Wellington, New Zealand.

NOTICE OF PERSONS AVAILABLE FOR APPOINTMENT*

Replies should be addressed to the relevant Box No., C.A.U.T. National Office, Room 603, 77 Rue Metcalfe St., Ottawa, Ontario.

Box 43. Zoology: Experienced college teacher, Ph.D., male, 54; elementary zoology; elementary biology; invertebrate zoology; systematics; evolution; field work, UN agency; present rank, Associate Professor.

Box No. 44. Administrative Position in Canadian university wanted by young Assistant Professor. Male, Canadian citizen, Ph.D. (in Science). Has teaching and research experience, publications. Available summer, 1965. *Curriculum vitae* and details on request.

Box No. 45. Physics: Indian citizen now in U.S.A. seeking faculty position in Physics in any Canadian university for more than five years. Ph.D. expected soon. One year teaching and 5½ years research experience. More than 30 publications in Molecular Physics (theoretical) and Statistical Thermodynamics.

Box No. 46. Biology: Ph.D. Maria Curie-Sklodowska University, Lublin; 13 years undergraduate/graduate teaching/research, supervision experience in comparative anatomy, insect physiology and nutrition; fluent in English, Polish and German; requires teaching/research position.

Box No. 47. Spanish and German: Spanish, M.A., graduate at University of Barcelona, age 31, married, 8 years teaching experience at school and university, owner of a school for modern languages, teaching Spanish language, commercial correspondence, literature. Seeks permanent position in Canada. *Curriculum vitae* and references available.

Box No. 48. Scientific Agriculture: Male, forties, M.S. and 2½ years Ph.D. work, wide research and teaching experience in tobacco, fertilizers, insecticides, fungicides, soil products, marketing and others. Several foreign languages.

Box No. 49. Plant Physiology: Ph.D. in horticulture, M.Sc. in plant science. Male, 32. At present time in faculty of horticulture at Urbana, University of Illinois. Seeks a permanent position in

*Notices of persons available for appointment are carried at $2.00 for 40 words, $3.00 for 50 words. Notices for insertion should be sent to the C.A.U.T National Office.

plant science departments, preferably in horticulture with major emphasis on pomology. *Curriculum vitae* and references available. Can start immediately.

Box No. 50. Drama: All M.A. requirements in Drama at Tufts University except thesis. Seeks lectureship. Experienced in the field of TV Drama. Two short stories published. Two plays produced by universities.

Box No. 51. History: Woman, Ph.D. courses, Toronto, completed; thesis in preparation. First class honours and fellowships. Fields: Canada, England, the United States, Renaissance Europe. Experience: University teaching in History and English, Dean of Women, Government documents librarian.

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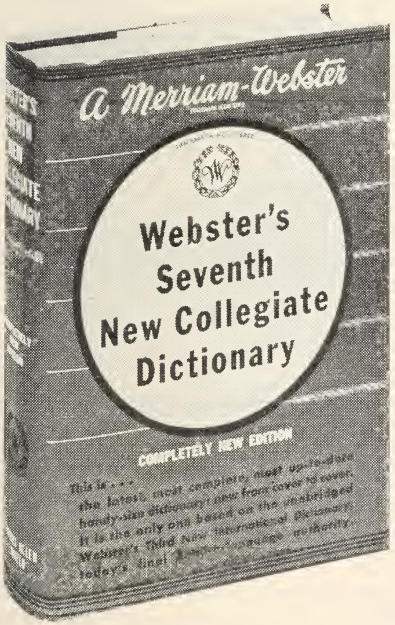

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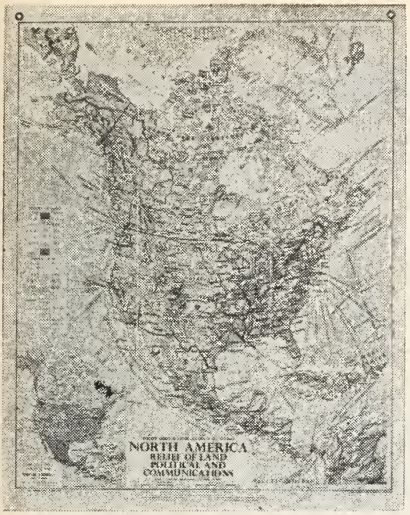

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*A statement from the Introduction to the 1962 curriculum 1:7 x 1:9, Geography, History and Government Social Studies (Intermediate Division), Dept. of Education, Ontario.

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